

THE MYSORE BLUE BOOK JOURNAL.

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THE MYSORE BLUE BOOK JOURNAL

Vol. II, No. 1.]

[1917-18.]

PART I. — Resumé of Government Orders.

Financial.

The new feature of this year's budget is the tentative adoption of what is known as a Financial Settlement. It is an attempt to determine the normal revenues of the State and the funds that should be ordinarily set apart every year for the different purposes of public administration, having regard to their relative importance. Financial safety being the first consideration, provision is made on an adequate scale, for various foreseen and extraordinary contingencies, such as, the discharge of debt, famine, the depletion of adventitious sources of revenue, etc. The balance is allotted to the several departments in proportion to their requirements. If the revenue any year is better than, or falls short of, the estimated normal, the benefit or deficit, as the case may be, is distributed over all the departments. The main features of the scheme as well as the other changes introduced this year in the budget are thus explained in the Address of the Dewan of Mysore to the Representative Assembly in April 1917.

"From the rough detailed estimates for 1917-18, already furnished, you will have noticed that the main heads of receipts and expenditure, as now altered, correspond more closely to the actual operations of the administration and that the new budget has undergone important changes in the manner of presentation.

"One of these changes is in respect of the financial policy of the State. At present, grants for the development of departments are not made on any definite principle. Sometimes, in the absence of a recognised policy, the most insistent departments get all they want, while others, more modest but whose need may perhaps be greater, fail to obtain what is necessary for bare maintenance. Grants are liable to lapse if they are not spent before the close of the official year. There is frequently a rush of expenditure towards the end of the year on schemes that have not been fully matured. Government have, therefore, adopted, on the recommendation of the Special Financial Officer, Mr. Datta, a scheme of financial settlement for the State which is calculated to remove many of these disadvantages.

"The new system will enable administrative officers to take increased interest in improving the efficiency of the departments in

their charge. It will also enable Government to pay attention to the needs of all departments in the order of their urgency and importance. Each department will have its due share of the benefits arising from the prosperity of the State. The creation of special reserves is another feature of the scheme. It will provide for extraordinary contingencies like famine and for the discharge of all loans incurred for the construction of productive public works.

“Another welcome innovation is the issue of the estimates of the two important spending departments, *viz.*, Public Works and Railways, simultaneously with the State budget.”

Amalgamation of treasuries.
(Page 18.)

The State Huzur Treasury and the District Treasury at Bangalore have been amalgamated as the existence of two such large Government treasuries in the same place has been found unnecessary. The combined treasury, as now constituted, will be subject to the administrative control of the Comptroller and will undertake, with some changes, all the work hitherto transacted by the District Treasury and the State Huzur Treasury.

Public Works Department—System of payments and accounts.
(Page 15.)

Under the system hitherto in force in the Public Works Department, officers drew the money required by them for public purposes by means of cheques on Government treasuries against letters of credit. This procedure having led to a large number of irregular and unvouched payments and the accumulation of unadjusted audit objections, Government have decided to introduce the system of payment by means of bills, which ensures compliance with account formalities before monies are drawn.

Extension of Service.
(Page 17.)

Heads of Departments, Deputy Commissioners and other officers of the rank of Deputy Commissioner are empowered to sanction extensions of service to their non-gazetted subordinates after they have attained 55 years of age.

State Life Insurance Scheme—Public Branch.

In order to popularise the scheme of State Life Insurance for the public, the Insurance Committee is permitted to invite the co-operation of members of the Representative Assembly, of the Economic Conference and of other public bodies as well as officials of the Education and Revenue Departments. It is proposed to pay a remuneration of ten per cent on the first annual premium received for each case for which the helper is responsible.

In view of the raising of the Savings Bank rate of interest to 5 per cent, the rate of interest on subscriptions to the State Provident Fund has also been raised from 4 to 5 per cent, as a temporary measure.

* * * *

Revenue.

In reviewing the progress of village improvement work during the quarter ended 31st March 1917, Government observe that though many committees are doing useful work, a large number are still inactive, and that they must either be induced to do some actual work or that proposals should be submitted for their dissolution.

Village Improvement work.
(Page 19.)

Deputy Commissioners are empowered to dispose of applications for the refund of the value of spoiled or useless stamps, where such applications are made within two years from the date of the purchase of the stamps, or of their being rendered useless. Applications exceeding this limit will be referred to Government for orders.

Refund of Stamps.
(Page 20.)

* * * *

Military.

A special committee is appointed in order to consider and organise measures for recruitment to meet the local as well as the Imperial demand for recruits. District Committees consisting of official and non-official gentlemen are also constituted in every district to co-operate with the central committee. Provision is made for the payment of bonuses to recruits as well as rewards to persons who help in obtaining recruits.

Recruitment Committees.
(Page 21.)

Rules are sanctioned for the grant of lands to members of the Mysore Army or their families as a reward for distinguished conduct or gallantry in the field as well as for long and specially meritorious service during peace-time.

Rewards for Military service
(Page 23.)

Prisons.

In the review on the working of Jails and Lock-ups in Mysore during 1916, Government refer to the high cost of maintenance of prisoners which was Rs. 75-7-3 per head during the year, *i.e.*, about Rs. 10 more than the average cost of maintenance in the Madras Presidency.

Jails and Lock-ups in Mysore.
(Page 25.)

* * * *

Education.

The rules for the award of loan scholarships are revised with a view to relax the rigid conditions of security now insisted upon for the repayment of the money advanced. In the case of candidates with superior qualifications, life insurance policies will be accepted as sufficient security at their *face value*.

Loan scholarships.
(Page 27.)

A scheme of holiday excursions for students is sanctioned on the recommendation of the Education Committee of the Economic Conference. One-third of the cost of cartage and trainage incurred by the students on account of excursions will be defrayed by Government, and a sum of Rs. 5,000 will be annually provided in the budget for this purpose.

Holiday excursions.
(Page 27.)

In an order passed in May 1917 (*vide* page 316 of Vol. I of the Blue Book Journal) a scheme for the education of backward classes by means of scholarships was sanctioned. A set of rules dealing with the apportionment of funds and the administration of the scholarships by the various committees constituted for the purpose, is now prescribed.

Scholarships for the Backward Classes.
(Page 28.)

With a view to meet the demand for qualified lady graduates in the Education Department and at the same time to induce a larger number of ladies from the State to take University degrees, Government have approved of the employment of lady graduates in the Education Department on liberal conditions of pay and promotion.

Lady Graduates.
(Page 26.)

On the recommendations of a committee, appointed in 1915, to consider the question of improving Sanskrit education in the State, Government have decided to reorganize the Sanskrit Colleges at Bangalore and Mysore, so as to provide facilities for the prosecution of advanced Sanskrit studies. The proposal to institute a liberal system of fellowships, scholarships and prizes is approved. It has also been decided that subjects of general interest, *e.g.*, Arithmetic, Geography, etc., as well as English language should be taught in Sanskrit schools so as to improve the students' chances of securing employment. Three of the principal *Mathas* in the State have promised liberal contributions for the promotion of Sanskrit education and Government hope that many other institutions having the interest of Sanskrit learning at heart will also come forward with substantial help.

Sanskrit Education.
(Page 36.)

Industries and Commerce.

A scheme for the re-organisation of the department has been sanctioned and a programme of work to be undertaken and industries to be investigated has been prepared.

Industries and Commerce Department.

A separate commercial section will be constituted in the Industries and Commerce Department for dealing with questions relating to the development of trade and commerce.

Commercial Section.
(Page 42.)

In order to help the development of local manufactures and industries, sanction is given to the establishment of a museum at Mysore where samples of goods manufactured, or capable of being manufactured in the State will be exhibited. An Information Bureau will be formed as an adjunct to the museum for giving information and advice regarding raw materials, markets, processes of manufacture, implements and machinery. Government also wish to encourage the formation of local museums in all district and taluk headquarter towns and are prepared to meet a portion of their initial and recurring cost.

Industrial and Commercial Museums.
(Page 42.)

A Home Industries Institute was started at Bangalore in August 1916 in order to afford training to people in cottage industries and handicrafts as well as to assist home-workers in obtaining materials and finding a sale for the articles made by them. Grants were also made to associations and private individuals who undertook to start classes for such training, in the different parts of the State. The working of the scheme has been lately examined and Government have now passed orders continuing the arrangements for another year and laying down the lines on which the Institute at Bangalore should be conducted. Certain precautions are also prescribed so as to ensure that grants made to private associations and individuals are properly and usefully applied.

Cottage and Home Industries Institute.
(Page 43.)

It is essential under the existing conditions that the Department of Industries and Commerce should have a central industrial workshop, where it would be possible to manufacture and supply to the people, simple machines needed by them, undertake important repairs and alterations of machinery already set up and carry on experiments to design and adapt machinery to suit local requirements. For this purpose, the Public Works Workshop at Bangalore will be transferred to the control of the Director of Industries and Commerce.

Central and District Workshops.
(Page 48.)

Sanction is also accorded to open smaller workshops in two districts, to begin with, to undertake ordinary repairs of industrial machinery used in the districts.

Agriculture.

The scheme for the grant of scholarships to students for undergoing training in Sericulture is revised and a special class of scholarships of Rs. 20 per mensem instituted in order to induce well educated young men to take to Sericulture.

Sericultural Scholarships.
(Page 50.)

Loans granted under the Takavi loan rules were hitherto limited to Rs. 200 and were repayable in one year. These concessions being insufficient for the promotion of cocoanut cultivation, which requires a large outlay and yields no return within six years, it is ordered (on the recommendation of the Agricultural Committee of the Economic Conference) that the limit of loan for cocoanut cultivation be raised to Rs. 1,000, repayable in ten annual instalments beginning with the seventh year.

Takavi loans for cocoanut cultivation.
(Page 51.)

* *

Public Works.

In order to meet the increasing demands made by the Railway and other departments for the services of officers of the Public Works Department, an addition is sanctioned to the permanent strength of the engineer establishment of 4 Executive Engineers, 8 Assistant Engineers, and 12 Sub-Assistant Engineers. The total strength under the revised scale will be 18 Executive Engineers, 28 Assistant Engineers and 32 Sub-Assistant Engineers.

Engineer Establishment.
(Page 52.)

The Irrigation Division temporarily organized in July 1914 will be continued for a further period of two years in order to complete the programme in hand. The more important results achieved so far are the introduction of measures for the economical distribution of water under selected tanks, the encouragement of the cultivation of high-rated crops, the collection of hydraulic data, the revision of tank maps and serial registers and further progress in the introduction of the block system of irrigation under the Marikanive reservoir.

Irrigation Division.
(Page 53.)

The Chief Engineer's circular regarding the procedure to be adopted in the disposal of contracts for tank works is printed in this section.

Contracts for Tank Works.
(Page 54.)

* *

Local Self-Government.

The Government order reviewing the administration report of the Bangalore City Municipality for the year 1915-16 shows that much useful work was turned out during the year by the Managing and other Committees. The incidence of taxation per head of population was Rs. 3-3-7 as against Rs. 3-7-0 in the adjoining Civil and Military Station. Public health was on the whole good. The registered birth and death rates for the year were 38·2 and 33·08 respectively per mille of population.

* * * *

Muzrai.

In view of the objectionable practice prevailing in certain places, of leasing lands belonging to Muzrai Institutions for indefinite periods, it is directed that this practice should be forthwith discontinued and that no leases should ordinarily be granted for more than five years at a time.

Government Stationery.

Owing to the continuance of the War, there has been an appreciable increase in the price of all kinds of paper and other articles of stationery necessitating greater economy in their use and Government have accordingly ordered certain reductions in the supply of paper, nibs, tags, pencils, etc. The Superintendent of Stationery has been asked to scrutinise indents with great care and to reduce demands which may appear to him excessive.

The Public Service.

Under the revised civil service rules Probationary Assistant Commissioners will be on probation for a period of two years instead of three as heretofore. The system of training to be given to them is also prescribed in detail.

Officers applying to Government for long leave, *i.e.*, exceeding six weeks, are required to previously intimate their intention in January or July beginning the half-year in which the leave is wanted.

In G. O. No. 4444—Genl. 883, dated 8th September 1879, the instructions of the Government of India in regard to enquiries into the conduct of public servants were circulated to officers in this State for information and guidance. As these instructions and the others subsequently issued are of a general character, it is considered necessary to supplement them by more detailed rules to regulate the procedure to be followed in such enquiries. A set of rules based generally upon those followed in British India is accordingly prescribed.

Miscellaneous.

Inspection Rules.

Inspection rules have been prescribed for the following departments:—

(1) Stamps, (2) Civil Veterinary Hospitals and Dispensaries and (3) Railway Division Offices.

In pursuance of a suggestion made in the Representative Assembly in 1915, Government have declared that owners of one or more inam villages with a total annual *beriz* of Rs. 300 will be eligible for election as members of the Representative Assembly. Hitherto, the minimum *beriz* which made an Inamdar eligible for election was Rs. 500.

* *

Heads of Departments and Deputy Commissioners are required to take notes of important points raised during the discussions of the Representative Assembly and submit a copy thereof to Government with their remarks.

**Representative Assembly—
Notes of discussion.**
(Page 64.)

Public Servants.
(Page 61.)

*Orders of Government (Mysore).***FINANCIAL.****Budget Estimates for the year 1917-18.**

Mr. Datta, Special Officer, suggested certain changes in the classification of budget and account heads and proposed a scheme of Financial Settlement. The important changes in classification and the chief features of the scheme of Financial Settlement which were described in paragraphs 2 to 10 of the memorandum prefixed to the provincial budget estimates for 1917-18 were approved by Government and adopted in preparing the budget estimates for 1917-18.

The provisional budget estimates thus prepared were presented to the Representative Assembly on the 26th April 1917, and were discussed by that body. These estimates with a memorandum thereon embodying the changes subsequently effected in them were also discussed by the Legislative Council on the 29th and 30th June 1917.

Government are now pleased to accord formal sanction to the estimates as finally prepared by the Comptroller in accordance with the several orders of Government issued in the matter.

Revised estimates, 1916-17.

The revised estimates framed by the Comptroller show that the revenue and expenditure for the year 1916-17, under service heads which according to the budget aggregated Rs. 2,72,37,000 and Rs. 2,59,41,000 respectively with a surplus of Rs. 12,96,000 stand revised at present at Rs. 2,92,67,000 and Rs. 2,92,39,000, respectively, leaving a surplus of Rs. 28,000.

(ii) The revised estimates show an increase of Rs. 20,30,000, under revenue and an increase in expenditure chargeable against revenue to the extent of Rs. 32,98,000, which is more than accounted for by the provision made under the new arrangements for the necessary reserves to secure the financial stability of the State and the special expenditure of Rs. 10 lakhs being the additional contribution made by His Highness the Maharaja in connection with the War.

(iii) The increase on the revenue side appears chiefly under the heads, Land Revenue (3,91,000), Forest (20,60,000), Excise (1,42,000), Stamps (1,14,000) and Miscellaneous (1,13,000) counter-

balanced by a decrease under Surplus Revenue of Bangalore Assigned Tract (1,50,000), Interest (2,87,000), Cauvery Power Scheme (1,56,000), Mining Revenue (2,24,000), Sandalwood Oil Factory (2,77,000) and Railways (56,000).

(iv) The chief items of individual increases under the group heads of expenditure are charges against Mining Revenue (9,62,000), Interest and Sinking Funds (9,43,000), Public Works (8,93,000), Famine Relief and Insurance (3,00,000), Railways (53,000), Special Reserve for non-recurring expenditure (3,50,000), Extraordinary expenditure (10,00,000). These are partially counterbalanced by decreases under the group heads, Direct Demands on revenue (78,000), Protection (2,17,000) and Moral and Material Development (5,09,000).

(v) The revised estimate under capital outlay not chargeable against revenue is 44,76,000 against the budget estimate of 53,50,000 with a lapse of 8,74,000.

Budget, 1917-18.

The budget estimates for the year 1917-18, as finally prepared by the Comptroller and approved by Government, are for a revenue of 3,02,92,000 and an expenditure of 3,02,77,000, under service heads, leaving a surplus of 15,000. The capital outlay not chargeable to revenue is estimated at Rs. 80,92,000.

The detailed budget estimates as thus sanctioned will be published in an extraordinary issue of the *Mysore Gazette* with this order and with a revised explanatory memorandum¹ explaining the details of the estimates as they now stand.

Annexure.

A SCHEME OF FINANCIAL SETTLEMENT.

For some time past, the Government have had under their consideration the question as to how far funds could be made available from the revenues of the State for a continuous and progressive development of education and industries and commerce, for the improvement of sanitation and communications, for granting medical relief on a larger scale, for the development of local self-government and for interest and sinking fund on capital expenditure required for a liberal programme of railways and irrigation works, which are essential for the development of the natural resources of the State.

A considerable part of the revenue now obtained by the State, *viz.*, that obtained from its gold mines and from the electric power supplied to the Mining Companies is of an adventitious character and the Government have, in view of this fact, been anxious in the past to avoid increasing the scale of recurring expenditure to a point which

might place the finances of the State in an embarrassing position when the gold mines were exhausted.

To enable Government to utilize the entire resources of the State for securing development and progress consistently with financial safety and stability it is necessary in the first place to see how the revenue account freed from all direct outlay on productive works will stand; in the second place to determine what reserves and safeguards should be provided; and in the third place to lay down how the revenues available after providing for such reserves and safeguards should be utilised in a systematic manner for development in all directions.

A scheme of financial settlement has therefore been devised and adopted for the next three financial years. Under the settlement, a part of the revenues now derived from the gold mines will be applied towards meeting the ordinary expenditure of the State, while a substantial part will be set aside to form a fund which, accumulating at compound interest, will in a comparatively short period amount to a sum sufficient to yield an annual income equal to the portion of the revenues from the gold mines which will now be used for meeting the ordinary requirements of the State. The scheme also provides for the creation of a larger reserve of 5 lakhs in lieu of 2 lakhs per annum for meeting the extra expenditure and the loss of revenue which will devolve on the State should it have the misfortune to be visited by a famine. Provision has also been made for some other special reserves which are absolutely necessary to secure financial stability, namely, (1) a reserve of 9 lakhs per annum to meet the interest on capital expenditure during the construction of the works and the losses inevitable during the first few years after their construction, (2) a sinking fund payment of 2 lakhs per annum for capital expenditure met from borrowed funds, (3) a reserve of 5 lakhs for meeting a part of the capital expenditure on irrigation works which usually take a longer time to yield their full return than railways and industrial works and (4) a reserve of $3\frac{1}{2}$ lakhs per annum to meet special charges which though not recurring annually have to be incurred at periodical intervals.

The scheme further provides means for regulating the growth of expenditure in the different branches of administration, so that while ensuring the expenditure of the revenue mainly in the directions most needed for public advancement and progress, the needs of the other administrative departments may not also be neglected.

The general principles of the scheme are:-

(1) A standard of the normal annual revenue of the State under each major head has been determined and after providing for the reserves mentioned above which are necessary for safe-guarding the financial stability of the State, the balance of the revenue has been allotted to the different departments to meet their present scale of expenditure as well as the amount required immediately for improving their efficiency.

(2) The different departments will get these amounts as annual assignments, as also a definite share of the growth of the revenues of the State in accordance with their relative importance in order to

enable them to meet the normal growth of their expenditure necessitated by the growing needs of the administration, the departments classified under the group "Moral and Material Development" getting the largest share. If there is an actual decrease in the revenue in any year, the deficiency will have to be met by the departments at the rates of the percentages of growth of revenue allotted to them, by a reduction of their expenditure in different directions.

(3) A *pro forma* account will be kept for each group of departments which will be credited in the account with its initial assignment for expenditure and its share of the growth of revenue to which it is entitled under the scheme, and will be debited with the actual expenditure incurred, and the balance will be carried forward from year to year, so that schemes for additional expenditure may be considered with reference to the resources available for the department concerned. Each department should then be in a position to know to what extent additional expenditure can be incurred to improve its efficiency, and schemes sanctioned for one department will not interfere with schemes for other departments.

(4) The allotments made to the different departments, which are not actually spent during the year will be charged off the revenue account of each year under a special head "Unspent allotments added to departmental balances." Similarly, when expenditure is incurred from past accumulations of a department, the excess over the allotment for the year will be deducted from the total expenditure of the year under the head "Expenditure met from departmental balances." The unspent allotments or expenditure met from past balances will not thus affect the revenue surplus or deficit of the year concerned.

The scheme described above would stimulate departmental officers to improve the efficiency of their departments and at the same time act as a restrictive against extravagance. It would enable proper attention to be paid by Government to all departments, would prevent actual surpluses from lapsing for purposes of revenue expenditure, would provide for all necessary reserves including Famine Relief, Interest on Capital Expenditure during construction of the works and the losses for some years after their completion, would provide for the ultimate repayment of all loans incurred for construction of productive works and would provide the means for meeting unforeseen contingencies. Under the scheme, a surplus actually obtained in any year will not lapse at the end of the year and so far as it has been allotted to a particular group of departments, will not appear as a surplus in the accounts. It will be available for expenditure in future years and when spent will not produce a deficit in the general accounts of the year in which the expenditure is incurred. It will prevent schemes being hurriedly got through in order to prevent the grants from lapsing at the end of the year. As the amounts allotted to the various departments have been actually obtained, their expenditure in a future year will not disturb the financial stability of the State, but will simply mean expenditure of sums already realised. If any unforeseen calamity occurs in any year, so as to involve loss of revenue, or additional expenditure, the loss will be first met from the

reserves and after they have been exhausted, it will still be possible to draw upon the unspent balances at the disposal of the different departments. Such occasions will, however, necessarily be very rare. Every group of departments will thus have its due share of the benefits arising from the prosperity of the State, as well as be responsible for its due share of the adversity of the State. Some part of the expenditure of every department is necessarily of an optional character and when adverse circumstances arise, it should always be possible for the department to meet the exigencies of the situation by cutting down its optional expenditure.

G. O. No. Fl. 223-72—G. F. 107-16-16, dated 13th July 1917.

Treasuries.

AMALGAMATION OF THE STATE HUZUR TREASURY WITH THE BANGALORE DISTRICT TREASURY.

Existing functions of the State Huzur Treasury.

The chief work of the State Huzur Treasury now consists of the collection of the surpluses of District and Taluk Treasuries and sending some of them to the Bank of Madras, Bangalore, utilising the balance to meet the requirements of the deficit treasuries. The surpluses to be remitted to the Bank of Madras can be sent to it direct by the remitting treasuries without the intervention of any treasury at Bangalore. The Bangalore District Treasury is always in deficit and a part of the surpluses collected at the Huzur Treasury has to be sent to the District Treasury. This method of supplying funds to the Bangalore Treasury involves double *shroffing*, first when remittances are received at the Huzur Treasury and then again when they are received at the Bangalore District Treasury. With the opening of the Mysore-Arsikere Railway, Mysore will be more conveniently connected with Hassan, Kadur, Shimoga and Chitaldrug than Bangalore, and it will be more economical to collect at Mysore that portion of the surpluses of these treasuries which is likely to be required at Mysore and the treasuries mentioned during the slack season, and also to send from Mysore than from Bangalore, remittances to some of the other treasuries during the deficit season.

The work of the State Huzur Treasury other than that relating to remittances consists of—

- (1) incorporating in its accounts, the transactions with the Bank of Madras, Bangalore,
- (2) receiving, storing and supplying small coins and opium to treasuries, and
- (3) paying Pollegar pensions and dealing with questions relating to such pensions.

The transactions of the Dewan's deposit account with the Bank of Madras, Bangalore, need not be passed through the State Huzur Treasury Accounts and they can be directly brought on the books of

the Comptroller. The other items of work are too insignificant to require the maintenance of a separate treasury for their performance.

Reasons for Amalgamation.

The work of the State Huzur Treasury is thus capable of substantial reduction by altering the procedure in regard to remittances and by transferring to the Comptroller's Office the accounts of the Madras Bank transactions. The work of the Bangalore District Treasury has already been considerably reduced by the system of preaudit payments and the simplification of work of both the District and Taluk Treasuries recommended by Mr. Datta and sanctioned by Government in their Order No. 4633-5, dated 19th February 1917. In view of these considerations, the maintenance of both the Bangalore District and the State Huzur Treasuries is unnecessary and Mr. Datta has accordingly suggested their amalgamation into one treasury which will result in simplification of work and in a reduction of the cost of establishment. Government agree with Mr. Datta and direct that with effect from 24th June 1917, the two treasuries be combined and worked as one.

Future arrangements.

The combined treasury will be located in the Public Office Buildings and will be called the State Huzur Treasury. The Taluk Treasuries in the Bangalore District will submit daily and monthly accounts to it as they are now doing to the Bangalore District Treasury.

The transactions of the Dewan's Deposit Account with the Bank of Madras, Bangalore, will, with effect from the 25th June 1917, be brought directly on the books of the Comptroller.

The present practice of bringing on the accounts of the State Huzur Treasury, remittances sent to the Bank of Madras, Bangalore, direct from other Treasuries, will be discontinued and such remittances will be charged in the accounts of the remitting treasuries as remittances to the Bank, and credited in the accounts of the Bank rendered to the Comptroller.

The combined treasury will be the depot for keeping stocks of small coins and opium and supplying them to the treasuries.

The State Huzur Treasury will be under the control of the Comptroller, the whole establishment including the Treasury Officer working under his orders. The relation of this Treasury to the Taluk Treasuries in the Bangalore District will be the same as that between the Taluk Treasuries and the District Treasuries of other districts.

G. O. No. Fl. 7619-68—G. F. 233-16-3, dated 20th June 1917.

System of Accounts.

CHANGES IN PUBLIC WORKS PROCEDURE.

Existing Defects.

Mr. Datta points out that the rules laid down in the Public Works Department Code and the Mysore Public Works Manual for the guidance of Executive Officers, in the matter of regulating expenditure and submission of accounts are not strictly followed and that due attention is not paid to audit objections. It is reported that a considerable amount drawn during the past few years for salaries and establishment charges and held under objection by the Comptroller remain to be regularised, that a large number of vouchers for expenditure incurred up to end of June 1916 aggregating over 10 lakhs of rupees have not been submitted to the Audit Office and that in many of these cases no bills giving details of the expenditure have been furnished to the Comptroller. It is also stated that the provision made in the departmental budget for works for which no estimates have been sanctioned is unusually heavy. Work in the Audit Office is said to be dilatory as the accounts are not audited and completed and the objection statements issued until the end of the second month after that to which they relate. It is also brought to notice that though the Comptroller's Office was amalgamated with that of the Examiner of Public Works Accounts on 1st January 1907, the two sections of the office are still working as quite independent offices, necessitating the employment of a much larger gazetted and subordinate staff than is actually necessary.

Proposed Measures.

To remedy these and other defects, Mr. Datta suggests certain measures, the chief of which are:—

(i) The payment of all salary, establishment, travelling allowance and contingent bills by Treasury Officers, as in the Civil Department, instead of by the Public Works Disbursing Officers themselves.

(ii) Payment of work bills also by treasuries on presentation of regular bills instead of, as at present, by cheques drawn by Public Works Disbursing Officers and

(iii) In respect of Divisions located at Bangalore, the payment of all bills whether for salary, establishment, travelling allowance or contingent charges or for works executed, to be made after preaudit by the Comptroller.

Payment of Salary and Establishment Bills.

The question of reforming the Public Works system of audit and accounts by introducing the procedure of drawing money on bills from treasuries instead of on cheques drawn by Divisional Officers against letters of credit to remove many of the existing defects and irregularities inherent in the present system, has been under the

consideration of Government for some time past. In British India, this reform has been only partially introduced, bills for salary, establishment, travelling allowance and contingent charges of Public Works Officers being paid by Treasury Officers. Bills for work done, however, still continue to be paid by Officers of the Public Works Department by means of cheques.

The first of Mr. Datta's suggestions, *i.e.*, to adopt the system of payment of salary, establishment, travelling allowance and contingent bills of Public Works Officers by Treasury Officers has already been accepted by Government and orders have been issued in Government Order No. Fl. 4626-9—G. F. 171-16-2, dated 19th February 1917.

Work Bills.

Government agree that the proposal to pay work bills also at treasuries will remove many of the defects and irregularities brought to notice and that it will tend to ensure that no cash leaves the treasury except on a claim against Government passed by a responsible officer of the Public Works Department and on a duly vouched receipt for the money paid. No practical inconveniences in working the new arrangement are foreseen by the Public Works Department. Government are therefore pleased to direct that with effect from 1st July 1917, all charges of the Public Works Department for work done, be paid from the treasury direct on bills duly passed by Executive Officers of the Department and on the receipt of payees.

As however, frequent payments to persons not in Government service on bills in the ordinary form bearing an order for payment enfaced on them are likely to be attended with risk, Government direct that the forms of work bills to be enfaced for payment at the treasury should contain a printed ground work; difficult to imitate on which the amount payable at the treasury should be written in words. These forms should be bound in books of 100 forms each and the books should be kept by the officers or subordinates concerned under lock and key and a proper stock account should be kept for them. All duplicate bills should be drawn in a special form not containing the ground work mentioned above and bearing the words "Not payable at the treasury" printed prominently at the top.

Permanent Advances.

To avoid a large number of bills for small amounts being presented at the treasuries and to meet emergent claims for work done, suitable permanent advances will be allowed to Disbursing Officers apart from those allowed for contingent charges and these advances should be recouped by means of bills from the treasury.

The amounts mentioned in Appendix A* are accordingly sanctioned as permanent advances to the officers enumerated in it. These permanent advances will be kept separate from those sanctioned for contingencies in Government Order No. Fl. 4626-9—G. F. 171-16-2,

* Not reproduced.

dated 19th February 1917. Divisional Officers other than those in charge of Krishnarajasagar Works and the Mysore Head-quarters Range do not ordinarily make any payments of work bills in cash as they are not in direct charge of works and no large advances are necessary for them. For meeting petty miscellaneous charges connected with works and stores, *e.g.*, railway freight, cart-hire, etc., a permanent advance of Rs. 100 is sanctioned to each of them. As regards the Krishnarajasagar Works, pieceworkers should be paid in cash up to Rs. 250 in each case from the permanent advance and consolidated bills should be prepared as at present, the permanent advance being recouped by encashing them at the treasury. When the amount payable to a pieceworker exceeds Rs. 250 a separate bill should be prepared and passed for payment to him at the treasury.

Pre-audit of bills.

As regards Mr. Datta's suggestion that in respect of Divisions located in Bangalore, all payments should be made after preaudit in the Comptroller's Office by means of cheques, Government, while recognising some of the advantages of the system from the accounts point of view, are of opinion that it may not prove quite convenient to contractors. It is also not desirable that the Comptroller's office should have to send numerous cheques by post to Sub-Divisional Officers for delivery to contractors. The Financial Secretary is not in favour of the change and the Public Works Secretary after consulting the Departmental officers recommends that in the case of the Public Works Department, the system of preaudit for Divisions located in Bangalore may not be introduced at present. In these circumstances, Government reserve the question of introducing the preaudit system for Divisions located in Bangalore for future consideration after the system of payment by bills instead of by cheques has been in operation for some time.

Comptroller's Office—Public Works and Civil Branches.

The proposal of Mr. Datta for the complete amalgamation of the Public Works and Civil Branches of the Comptroller's Office calculated to reduce the work and the establishment of that office, is also approved and his detailed proposals about the reorganisation of the Comptroller's Office staff are awaited.

G. O. No. Fl. 7750-99—G. F. 219-16-1, dated 22nd June 1917.

Extension of Service.

DELEGATION OF POWERS TO HEADS OF DEPARTMENTS.

In his note Mr. Datta points out that under the provision contained in Article 324(b), Mysore Service Regulations, only certain

Heads of Departments and officers of high rank are empowered to retain their non-gazetted subordinates in service up to 60 years and suggests that the list of officers given in that article should be revised by adding the several high appointments created since the list was prepared.

He considers that every head of the department and officers of the rank of Deputy Commissioner and District Judge should not only have power to retain in service up to 60 years of age their non-gazetted subordinates after they attain 55 years of age but should also be empowered to retire them if found inefficient and he accordingly suggests that subject to suitable restrictions the power to compel their non-gazetted subordinates to retire, after attainment of 55 years of age may be delegated to all Heads of Departments and Deputy Commissioners and officers of corresponding rank.

Government are pleased to empower all Heads of Departments, Deputy Commissioners and other officers of the rank of Deputy Commissioners to sanction extension of service to their non-gazetted subordinates up to 60 years, the list given in Article 324 (b), Mysore Service Regulations, being revised accordingly.

As regards Mr. Datta's suggestion to delegate to all heads of departments and other officers, the power of retiring their non-gazetted subordinates after attaining the age of superannuation, Government are of opinion that the existing provision contained in Article 324 (c), Mysore Service Regulations, may remain as it stands and that no general delegation under this provision is needed for the present.

Government accept Mr. Datta's recommendation regarding the change of designation of Mutchis and Book-binders and direct that Mutchis and Book-binders may in future be designated as Mutchis only and classed as inferior servants.

G. O. No. Fl. 1144-1196—S. & A. 392-16-2, dated 5th September 1917.

REVENUE.

Village Improvement Work.

REVIEW OF PROGRESS DURING THE QUARTER ENDED 31ST MARCH 1917.

Essential duties under the scheme.—The consolidated statement* appended to this review shows the progress in the working of the scheme in the several districts. It is observed from the same that although 15,143 or 93% of the populated villages of the State are supposed to have come under the operation of the scheme, about 45% only of the Committees are engaged in performing the three essential duties under the scheme, of devoting half a day a week for carrying on Village Improvement works by joint labour, subscribing for one or more newspapers, and holding weekly meetings for recreation and instruction. It is not clear what work the remaining 55% of the Committees are doing. In this connection, Government wish to observe that unless a Village Committee is engaged in some actual work, its mere formation signifies nothing. Judged by this standard, the scheme would appear to have made the greatest progress in the Chitaldrug and Bangalore Districts, where the proportion of active Committees is as high as 63 and 58%, respectively, and the least in the Kadur and Mysore Districts, with percentages as low as 31 and 29. There is thus considerable scope for improvement in all the districts, and the local officers should be directed either to induce the dormant Committees to do some actual work, or if this is not possible, to submit proposals for their dissolution.

Special Village Improvement Works.—The total amount spent on Special Village Improvement works, as distinguished from general improvements effected by weekly half-a-day labour during the quarter under review is Rs. 16,264. Adding to this, the sums spent during the two previous quarters, the total comes up to Rs. 49,593 of which only a moiety must be taken as representing the Government grant. The allotment for the year being Rs. 1,06,500 exclusive of the reserve of Rs. 33,500 for which no applications have yet been received, it would appear that nearly 77% of the allotment remained unutilized at the end of the quarter under review. It is hoped that special arrangements have been made to fully work out the whole of the budget provision during the last quarter.

The total value of works executed without the aid of Government grants in all the districts is Rs. 54,336, the Mysore District leading, with works of the value of Rs. 15,476, and Chitaldrug coming next with Rs. 14,754.

* Not printed here.

Cart-tracks.—Six hundred and nineteen miles of cart-track are reported to have been newly opened or repaired in all the districts against 831 in the previous quarter.

Village Common Fund.—Good progress has been made in all the districts, except Bangalore and Kadur, in the collection of Village Common Fund, the total amount collected being Rs. 12,248.

Amildars who have done good work under the Scheme.—The marginally noted Amildars are reported to have done good work in connection with the scheme during the quarter under review.

Mr. B. Muddukrishnappa, Acting Amildar, Mulbagal.
J. Ball, Amildar, Chikballapur.
M. Kesaviah, Amildar Chitaldrug.
E. H. Thompson, Amildar, Hosdurga.
K. Hanumanta Rao, Amildar, Davangere.

G. O. No. R. 677-88—L. R. 12-16-209, dated 20th July 1917.

Stamps.

REFUND OF VALUE—POWERS OF DEPUTY COMMISSIONERS.

Under Chapter V of the Mysore Stamp Regulation, 1900, as amended by Regulation II of 1908, and Regulation IV of 1916, provision is made for the renewal or refund of stamps spoiled or rendered useless, or which, for any reason, are not required by the possessor, on the condition that applications for such renewal or refund shall be made within two months from the date of the instrument in cases coming under Section 49, clause (d), para 5, and in other cases within six months from the date on which the stamp was spoiled, or on which it was rendered useless, or on which it was purchased.

Instances have occurred in which this limit has operated as a serious hardship. Without any fraudulent motive, holders of spoiled or useless stamps are sometimes unavoidably prevented from applying for refund or renewal within the prescribed period, and so cannot, under the provisions of the Regulation, obtain any relief. In such cases subject to the proviso contained in the order read above, an order of Government is necessary before the refund can be sanctioned. For the future, Government are pleased to empower Deputy Commissioners of Districts to deal with applications for refunds or renewals of spoilt or useless non-judicial stamps, provided that the application is made within two years from the date of purchase of stamps or two years from the date on which the stamps were rendered useless. All applications for refund made after two years should be submitted to Government for orders.

In all such cases, the party must adduce satisfactory evidence to prove that the failure to apply for relief within the prescribed period was due to unavoidable circumstances.

G. O. No. Fl. 1021-9—S. R. 1617, dated 29th August 1917.

MILITARY.

Military Recruitment.

CENTRAL AND DISTRICT COMMITTEES.

The Government of India are of opinion that the future and potential demands on the man-power of the country cannot be met by recruitment at the existing rate, or without some special effort to improve the present organisation. They have, therefore, decided, to appoint a Central Recruiting Board to advise them in regard to such matters, and in particular,

- (a) to consider the requirements in military personnel of every description, combatant and non-combatant, and how these requirements can best be met ;
- (b) to consider how the quotas required can be best distributed among the several provinces ;
- (c) to co-ordinate all recruitment so as to ensure that the demands for military services shall conflict as little as possible with 'essential industrial and economic requirements ;
- (d) to scrutinise closely the progress of recruitment and to consider schemes for meeting necessary or potential demands for recruitment in regard to which the present system may seem inadequate ; and
- (e) to ensure in short that the prosecution of the war is not hampered by any avoidable deficiency in man-power.

The Government of His Highness the Maharaja have also had under consideration the question of concerting suitable measures for obviating the difficulty reported to have been experienced in filling up the vacancies in their Imperial Service Troops at the front and they consider that the active co-operation of the Revenue authorities and the general public in Mysore is necessary in the matter.

In order to consider the schemes necessary to meet the local and Imperial demands in this respect, the Government of His Highness the Maharaja have decided to appoint a Central Recruitment Committee at Bangalore on which the following gentlemen will be invited to serve as Honorary members :—

PRESIDENT.

Rajasevadhurina M. Kantharaj Urs, Esq., B.A., C.S.I., First Member of Council.

OFFICIAL MEMBERS.

1. Col. J. Desaraj Urs, C.I.E., M.V.O., Chief Commandant, Mysore State Troops.

2. Rajamantrapravina Diwan Bahadur Mr. J. S. Chakravarti, M.A., F.R.A.S., Financial Secretary to Government.
3. Mr. K. R. Srinivasiongar, M.A., Officiating Inspector-General of Police.
4. Mr. P. F. Bowring, Deputy Commissioner, Bangalore District.
5. Rajasabhabhushana Dewan Bahadur Mr. K. P. Puttanna Chetty, C.I.E.

NON-OFFICIAL MEMBERS.

- 6, Mr. Ramachandra Rao Sindhe.
- 7, Rao Saheb Channayya.
- 8, Mr. Nawab Gulam Ahmed Kalami.

SECRETARY.

Mr. T. E. Jayaram Iyer, B.A., B.L., Under-Secretary to Government

JOINT-SECRETARY.

Mr. R. Puttanna, B.A., B.L., Personal Assistant to the Chief Commandant.

The Committee will have power to co-opt additional members if it is considered desirable.

The minimum number of recruits required from each district every month both for Imperial and Local Army is as follows :—

| | | | | | |
|------------|-----|-----|-----|-----|-----|
| Kolar | ... | ... | ... | ... | 100 |
| Tumkur | ... | ... | ... | ... | 75 |
| Shimoga | ... | ... | ... | ... | 100 |
| Chitaldrug | ... | ... | ... | ... | 50 |
| Mysore | ... | ... | ... | ... | 100 |
| Bangalore | ... | ... | ... | ... | 150 |
| Kadur | ... | ... | ... | ... | 50 |
| Hassan | ... | ... | ... | ... | 50 |
| Total | | | | | 675 |

With a view to concert measures to secure recruits as above, the Deputy Commissioners of the several districts will form District Committees consisting of official and non-official gentlemen selected from among the different communities and report the fact to Government as well as to the Central Recruitment Committee by the 5th proximo. The Deputy Commissioners will be the Presidents of the District Committees.

Deputy Commissioners are requested to render all assistance possible in the matter to the Central Committee and to distribute the number of recruits required from their districts among the several taluks.

The Chief Commandant is requested to make arrangements to place one military officer and two or three men under the orders of each Deputy Commissioner to help the civil authorities in obtaining recruits.

The kind and classes of recruits required, their pay and prospects and the concessions that would be shown to them, etc., are shown in the appendices * to this order.

The expenditure during the current year on account of bonuses to recruits and rewards, etc., to persons bringing in recruits for the Mysore Army, which is hereby sanctioned at the rates shown in the appendices, is estimated to amount to about Rs. 50,000. This amount will be met from the mobilisation grants of the Imperial Service Regiment and Imperial Service Transport Corps.

G. O. No. G. 2886-908—Mily. 60-17-5, dated 31st August 1917.

Reward for Distinguished Military Service.

CONCESSIONARY GRANTS OF LAND.

In view of the exacting conditions of Military service and the need for making it sufficiently attractive, Government consider that such of the members of the Mysore Army as have rendered approved military service should be rewarded and the families of those killed in action provided with means of subsistence in a special manner and have accordingly decided that in such cases, lands should be given free of upset prices subject to the following rules framed under Section 233, clauses C and H of the Land Revenue Code.

RULES.

1. For purposes of these rules the term "Approved Military Service" shall mean and include:—

- (a) Distinguished conduct, while on active service, acts of gallantry and devotion to duty or other conspicuous acts of bravery in the Field.

Note.—The receiving of wounds and injuries in action as also being killed in action will be classed under this 'sub-head.

- (b) Long, faithful or meritorious service during peace time, which deserves recognition by Government.
- (c) Also any other act deserving special notice and worthy of a suitable reward at the pleasure of Government.

2. The grant of land being a bounty from Government, no person can claim it as of right.

3. The Commandant of the Regiment may, immediately before or after the retirement of a soldier or after the death of a soldier, recommend to the Chief Commandant the grant of lands to the soldier or his family as the case may be, provided he considers that the concession is deserved in consideration of the soldier's approved service, giving full information for deciding the case on its merits.

4. The Chief Commandant shall, before forwarding any application to Government for final orders, satisfy himself as to the eligibility of the individual for the grant of land.

5. The extent of land to be granted for approved service to a soldier or his family shall not ordinarily exceed the following scale:—

| | Wet acres. | | Dry acres |
|---|------------|----|-----------|
| Commandants | ... 20 | or | 45 |
| Risaldars and Subedars | ... 12 | or | 30 |
| Jemadars | ... 8 | or | 20 |
| Non-commissioned officers of and above Dafedars or Havildars | ... 5 | or | 15 |
| Other ranks | ... 3 | or | 8 |

Note.—The grant of land is in addition to any pension earned by the individual.

6. The preliminary enquiry as to the eligibility of a person for the grant of land shall be conducted in the Military Department and when once the recommendation is sanctioned by Government all further action will rest with the Revenue authorities.

7. The extent of land available for grant to the several units shall, as far as possible, be reserved in the proportion detailed below:—

| | | |
|----------------------------------|--------|-------------|
| Imperial Service Lancers | ... .. | 28 per cent |
| Imperial Service Transport Corps | ... .. | 15 per cent |
| The Mysore Horse | ... .. | 15 per cent |
| Infantry (3 Regiments) | ... .. | 42 per cent |

Note.—The proportion is liable to variation at the discretion of Government to suit the exigencies of service.

8. (a) Dry lands granted under these rules will be held free of assessment during the first year and will be liable to reduced assessment from the second to the fifteenth year as specified below:—

| | | |
|------------------|--------|---------------------------------|
| 2nd and 3rd year | ... .. | $\frac{1}{4}$ of the assessment |
| 4th and 5th year | ... .. | $\frac{1}{2}$ of the assessment |
| 6th to 15th year | ... .. | $\frac{3}{4}$ of the assessment |

Full assessment will be payable from the sixteenth year.

(b) In the case of wet lands, the difference between the wet and the dry assessment will be recovered as water rate, there being no concession in this matter; but the concession shown in the case of dry lands will be extended to these lands also in so far as their dry assessment (*i.e.*, total assessment minus water rate) is concerned.

(c) If dry lands granted under these rules be converted into wet hereafter, water rate will be recovered in addition to the dry assessment recoverable under Rule 8 (a).

The grantee or his heir or assignee should bring under cultivation within 3 years from the date of the delivery of possession by Government at least one-third of the land granted under these rules.

Failure to comply with the above condition shall render the land liable to immediate resumption by Government.

9. These rules will, for the present, be tentative and are liable to revision but no person who is put in possession of lands under these rules or his heirs or assigns will be deprived of them so long as the condition of the grant is fulfilled.

G. O. No. G. 3510—Mily. 172-15-16, dated 12th September 1917.

PRISONS.

Jails and Lock-ups.

GOVERNMENT REVIEW ON THE REPORT FOR THE YEAR 1916.

The total number of admissions of prisoners of all classes during the year 1916 was 9,857 against 10,256 and 10,464 in the two previous years. Including the number in confinement at the end of 1915; the prison population amounted to 11,082, of whom 9,819 were discharged during the year. The daily average, however, slightly rose from 1,244·84 to 1,260·20.

The number of juvenile convicts admitted during the year was 15, being 4 less than in the previous year. Having regard to the very small number of juvenile criminals, Government do not consider it necessary to establish a reformatory, but they would, in this connection and in connection with the larger number of short-term convictions referred to in the report, invite the attention of the Magistrates once again to the provisions of Section 562 of the Code of Criminal Procedure under which the number can be still further reduced.

Government are glad to observe that the number of offences committed by the convicts has fallen from 408 to 246 in the year under report.

It is reported that for want of suitable accommodation the habituals could not be separated from the casuals and that a separate building for the exclusive confinement of the habituals is necessary. The question may be carefully investigated and suitable proposals may be submitted for the consideration of Government at an early date.

The gross expenditure of the year under report excluding cost of buildings and repairs carried out by the Public Works Department amounts to Rs. 1,10,178-5-11 as against Rs. 1,06,237-2-11 in the previous year. The excess is reported to be due to a great extent *to the increased rate of pay* drawn by the Superintendent, Central Jail, and the increase in all the items except that under "Diet charges." The explanation is not very clear. The net cost of maintenance has, however, increased from Rs. 72-5-2 to Rs. 75-7-3 per head and is about Rs. 10 more than the net cost per head of average strength in the Madras Presidency. The net cash earnings are Rs. 15,092-8-2 against Rs. 16,211-13-0 in the previous year. Government observe that the income is capable of further improvement, and the Superintendents are directed to pay particular attention to this matter.

The Inspector-General urges the desirability of the construction of a new Central Jail with extensive grounds outside the Municipal limits in preference to the improvement of the existing buildings which are unsuitable and inconvenient and involve a large recurring expenditure on repairs. Specific proposals in this matter will be awaited by Government.

The Comptroller will be requested to examine the accounts maintained in regard to the industries carried on in the Jails and submit for the consideration of Government his suggestions for their improvement.

The Inspector-General of Prisons is requested to mention in his report in future, the results of the inspections of the Jails made by him during the year.

Government note that the administration of the Department was fairly satisfactory. Greater attention is required to bring the Jail industries up-to-date and make them more profitable. Separate orders will be issued by Government on the subject at an early date.

G. O. No. J. 727-39—Pris. 60-16-4, dated 27th August 1917.

EDUCATION.

Loan Scholarships.

SECURITY FOR REPAYMENT.

Government have noticed that in some cases the loan scholarships sanctioned by them could not be utilised by the candidates on account of their inability to furnish satisfactory security. They are of opinion that it is necessary to make some exception in the case of specially deserving candidates who cannot furnish satisfactory security as required by the rules and are accordingly pleased to sanction the following rules:—

(i) In the case of ordinary candidates not in the service of Government, hypothecation of moveable or immoveable property or of life insurance policies to the extent of their surrender value at the time of the award of the scholarship should be insisted upon.

(ii) In the case of candidates with superior qualifications, *e.g.*, M.A's, M. Sc's, or graduates with high honours or a first class degree and men in service specially recommended by the Heads of the Departments concerned, the *face value* of their life insurance policies may be accepted as sufficient security, provided.

(a) the candidate undertakes to pay the necessary premia until the repayment of the loan : and

(b) agrees to serve Government on a rate of pay to be fixed at the discretion of Government for five years, or until the repayment of the loan in instalments of not less than one-fourth of his salary whichever is the longer period.

These conditions should be strictly enforced in the case of all loan foreign scholarships.

G. O. No. 250-3—*Edn.* 3-16-207, dated 11th July 1917.

Holiday Excursions.

The Education Committee have proposed a scheme of excursions to be undertaken by the students of all schools, Elementary, Middle and High, and also by students of Colleges. The Inspector-General of Education is of opinion that the Head Masters of High Schools and Normal schools could, with the aid of increased grants, arrange for excursions by their students to greater advantage but that the Middle and Elementary schools are not likely to benefit by such excursions.

Government are pleased to direct that a sum of Rs. 5,000 be provided in the year 1918-19 for encouraging excursions by the

students of High, Normal and Middle schools. As proposed by the Education Committee, they should spend about a week in every term during holidays on such excursions. Teachers may accompany the parties at the rate of one for every twenty students and their travelling allowance paid at the usual rates. One-third of the cost of cartage and trainage incurred by the students will be paid by Government. The Inspector-General of Education is requested to frame a suitable programme in the case of all the High and Normal schools and submit the same at the beginning of every term to Government for information, and a report on the working of the scheme should be submitted to Government at the end of two years.

Government agree with the Education Committee in thinking that occasional visits even of students of Elementary schools to the houses of goldsmiths, blacksmiths, potters and weavers are likely to prove beneficial. Similar visits to watercourses, reservoirs, gardens and fields may also be undertaken by students and teachers of Elementary schools whenever possible. Such visits and excursions deserve to be encouraged and the Inspector-General of Education may take steps to make it generally known that the work of teachers doing good and useful work in this direction will be appreciated. The number of Elementary schools in which such work is undertaken may be intimated to Government in the report referred to in the foregoing paragraph.

G. O. No. 940-3—Edn. 131-6-5, dated 26th July 1917

Education of Backward Classes.

SCHEME OF SCHOLARSHIPS.

The draft rules, the apportionment of funds among the several districts, and the forms of applications are approved and printed as appendices to this order. The Secretary, Education Committee, is requested to submit the rules and forms for the next year's operations in due time for the approval of Government with such changes as experience in working may render necessary.

Rules and Regulations.

Government having decided in their Order, dated May 8th, 1917, (No. 8940-90—Edn. 96-16-12) to offer facilities for the encouragement of education among

Government Order. the classes which have hitherto not availed themselves of the ordinary facilities provided in the State, and with this end in view to set apart a sum of one lakh of rupees annually for awarding scholarships for the benefit of such classes, the following rules and regulations are issued for the administration of the special Scholarship Grant.

1. The scholarships under this scheme shall be awarded only to pupils and students belonging to the classes which are to be considered educationally backward according to the definition given hereunder.

Object of Scheme.

2. Any caste, tribe or community which has less than five per cent of its total population literate in English shall be reckoned as backward and entitled to the benefits of this scheme, provided that Indian Christians shall be eligible for scholarships in High Schools and the University Classes.

Definition of Backward Classes.

3. The following is a schedule of the castes, tribes, or communities which are entitled to benefit according to the foregoing definition. This list shall be subject to revision from time to time, due notification of any change being given.

Schedule of Backward Classes.*Backward Classes.***I. HINDUS.**

| | | |
|------------|------------|----------------|
| Agasa | Idiga | Multani |
| Bairagi | Iruliga | Nagarta |
| Banajiga | Jat | Natuva |
| Baniya | Jogi | Nayar |
| Bawaji | Kahar | Nayinda |
| Beda | Kayastha | Neygi |
| Besta | Komati | Panchala |
| Bhatraju | Koracha | Pandaram |
| Budubudike | Korama | Paniya |
| Dasari | Kshattriya | Pinjari |
| Darzi | Kumbara | Rachawar |
| Dogra | Kuruba | Rawat |
| Dombar | Ladar | Saniyar |
| Ganiga | Lambani | Sannyasi |
| Gardiga | Lingayat | Satani |
| Golla | Magdiga | Sillikyata |
| Gondaliga | Maharatta | Soligar |
| Goniga | Malayali | Sudugadusiddha |
| Gosayi | Maleru | Tigala |
| Gujar | Maravan | Uppara |
| Gujarati | Marwadi | Vaisya |
| Gurkha | Medu | Vakkaliga |
| Holeya | Mochi | Vodda |

*Castes Unclassed and Unspecified.***II. MUSALMANS, III. INDIAN CHRISTIANS, IV. JAINS, V. SIKHS, VI. ANIMISTS.**

4. Of the classes enumerated above, the following shall be reckoned as belonging to the Depressed Classes and alone entitled to benefit by the special sum reserved out of the lakh of rupees and

Schedule of Depressed Classes.

amounting to Rs. 15,000. This list shall be subject to revision from time to time, due notification of any change being given.

Depressed Classes—

Holey, Madiga, Lambani, Vodda, Koracha, Korama, Hill tribes, and Animists.

5. The distribution of the total of one lakh of rupees among the various stages of education, as approved by Government in their Order, is shown in the appended Schedule No. I and shall be observed until further notification by Government.

Distribution of Grant according to grade.

6. In accordance with the Government Order, scholarships in the Third, Fourth and Fifth grades shall be allotted to the various districts and taluks of the State in the proportion of the total population of the Backward Classes in each area concerned.

7. The appended Schedule No. II, shows the distribution of these scholarships among the eight districts of the State. It shall be subject to revision from year to year, due notification being given. It shall be the duty of the District Committees to further distribute the scholarships of the Fourth and Fifth Grades among the taluks in the proportion of the total population of the Backward Classes in each taluk area.

Principle of allotment in districts and taluks.

The sum of Rs. 15,000 reserved for the exclusive benefit of the Depressed Classes shall also be allotted to the various districts and taluks in the proportion of the total population of the Depressed Classes in each area concerned.

The appended Schedule No. III, shows the distribution of scholarships for the Depressed Classes among the eight districts of the State. It shall be the duty of the District Committees to further distribute these scholarships among the taluks in the proportion of the total population of the Depressed Classes in each taluk area.

8. Scholarships of the First Grade, tenable in the University classes, shall be administered by the University Council; scholarships of the Second Grade, tenable in the Pre-collegiate or University Entrance class, by the Central Education Committee of the Economic Conference; scholarships of the Third Grade, tenable in the High School classes, by the District Committees; and scholarships of the Fourth and Fifth Grades, tenable in the Fourth and Fifth standards of an English Lower Secondary School and the Fourth and Fifth standards of a Vernacular Lower Secondary School, as also the special scholarships for the Depressed Classes, by the Taluk Progress Committees.

The Administrative Bodies.

In the Government Order of 8th May 1917, District and Taluk Committees are empowered to appoint Sub-Committees for the purpose of selecting suitable scholars, such Sub-Committees to include representatives of the Backward Classes and of important educational institutions in the area.

9. The functions of the Taluk Progress Committee shall be :—

- Functions of the Taluk Progress Committees.**
- (a) To notify all recognised English Lower Secondary and all recognised Vernacular Lower Secondary and Primary Schools in the Taluk announcing that an award of scholarships of the Fourth and Fifth Grades will be made on a given date at Taluk Headquarters;
 - (b) To issue application forms for candidates to Headmasters of schools who intend to present candidates ;
 - (c) To award scholarships, after personal inspection of candidates, whether with or without oral or written examination, to those who are qualified under the rules and are considered to be the most deserving ;
 - (d) To publicly notify the award in all recognised English Lower Secondary and Vernacular Lower Secondary and Primary Schools in the taluk ;
 - (e) To report the award to the District Committee and to assist the selected pupils in obtaining admission into English or Vernacular Lower Secondary Schools ;
 - (f) To arrange for the disbursement of scholarships through the Headmasters of the schools.
 - (g) To receive from Headmasters periodical reports of the progress of all scholars and exercise supervision and to discontinue a scholarship whenever a scholar's progress is not satisfactory, or for any other proper reason ;
 - (h) To present to the District Committee an annual report on the working of the scheme in the taluk not later than the end of February in each year.

10. The functions of the District Committee shall be :—

Functions of District Committees.

A.—Administration.

- (a) To notify all recognised English Lower Secondary Schools announcing that an award of scholarships of the Third Grade will be made on a given date at the District Headquarters ;
- (b) To issue application forms to Headmasters of English Lower Secondary Schools ;
- (c) To award scholarships of the Third Grade to the most deserving candidates who are qualified under the rules, whether with or without oral or written examination.
- (d) To publicly notify the award in all recognised English Lower Secondary Schools in the district ;
- (e) To report the award to the Central Education Committee and to assist selected pupils in obtaining admission into High Schools ;
- (f) To arrange for the disbursement of the scholarships through the Headmasters of High Schools ;
- (g) To receive from Headmasters periodical reports of the progress of all scholars and exercise supervision and to discontinue a scholarship whenever a scholar's progress is not satisfactory, or for any other proper reason.

B.—Supervision.

- (a) To distribute the scholarships allotted to the district for the Backward and Depressed Classes among the taluks in the proportion of the total population of these classes in each taluk area ;
- (b) To re-appropriate and re-allot, if thought desirable, any amounts which may have lapsed in any taluk area ;
- (c) To report to the Central Committee not later than the end of August on the first allotment and use of the scholarship grants within the district ;
- (d) To present to the Central Education Committee an annual report on the working of the scheme in the district not later than the end of March in each year.

11. The functions of the Central Education Committee shall be :—

Functions of Central Education Committee.

A.—Administration.

- (a) To notify all recognised High Schools and the public that an award of scholarships of the Second Grade will be made on a given date ;
- (b) To issue application forms for candidates to the Headmasters of High Schools ;
- (c) To award scholarships to the most deserving candidates ;
- (d) To publicly notify the award in all recognised High Schools and in public journals ;
- (e) To assist selected candidates in obtaining admission into the Pre-Collegiate or University Entrance Classes ;
- (f) To arrange for the disbursement of scholarships of the Second Grade through the Headmasters of Collegiate High Schools ;
- (g) To receive from the Headmasters of Collegiate High Schools periodical reports on the progress of all scholars and exercise supervision and to discontinue a scholarship whenever the scholar's progress is not satisfactory, or for any other proper reason.

B.—Supervision.

- (a) To prepare a schedule of communities eligible for scholarships under the scheme and to revise it, conformably to the orders of Government, from time to time, on the basis of the Mysore Census Reports ;
- (b) To allot scholarships among the several districts in the proportion laid down by the Government Order ;
- (c) To submit from time to time recommendations to Government respecting the number, value and duration of scholarships in each grade ;
- (d) To re-appropriate and, if thought desirable, to re-allot amounts which have lapsed in any district, reports from the District Committees to be sent in not later than the end of August in each year,

- (e) To receive and consider the reports of the District Committees upon the working of the scheme in each district ;
- (f) To obtain information from the University Council respecting the allotment and use of the sum put at their disposal for scholarships of the First Grade ;
- (g) To draw up and submit to Government before the end of April in each year an annual report upon the working of the entire scheme throughout the State.

12. (a) It is a general instruction to all the Committees administering this scheme that care shall be taken to secure that the

General Instructions.
selected candidates are deserving of encouragement on the double ground of merit and poverty. The certificates provided by the Headmasters of the various educational institutions should be considered carefully in making awards, and every endeavour should be made not only to assist pupils but also to encourage teachers and institutions, even village schools, to bring forward promising and deserving scholars in increasing numbers.

- (b) Since it is one of the main objects of the scheme to draw deserving pupils from the villages and out-lying parts where the higher educational facilities do not exist, not more than 25% of the scholarships in the Fifth and Fourth Grades shall be awarded to candidates who are resident in the taluk headquarter town ; and not more than 25% of the scholarships of the Third Grade shall be awarded to candidates who are resident in the district headquarter town.
- (c) It has specially to be noted that the annual report for the taluk should be submitted to the District Committee not later than the end of February, and that the annual report of the District Committee should be submitted to the Central Committee not later than the end of March. The General Report on the working of the entire scheme will be prepared before, and considered at, the meeting of the Central Education Committee at the end of April.
- (d) The normal maximum duration of a scholarship will be determined by the normal length of the course of study. Thus scholarships of the Fifth and Fourth Grades will be usually for a term of two years, being the time within which a boy should pass through the Fourth and Fifth Standards of a Vernacular or English Lower Secondary School. Similarly the Third Grade scholarships are for a term of three years, corresponding to the Fourth, Fifth and Sixth Forms of a High School ; and the Second Grade scholarships will be granted for a term of one year only, being the period assigned for the Pre-collegiate or University Entrance Class.

N. B.—As a rule, scholarships should not be continued beyond the maximum duration indicated above—provided that special

reasons, such as sickness, for failure to complete the course within the prescribed time, should be taken into account; and that, if due cause can be shown, the scholarship in any grade may be continued for one extra year. It has been assumed in the foregoing examples that a student receives his scholarship at the beginning of the educational stage. Of course, if he is awarded the scholarship in the middle of a stage, its duration will be correspondingly decreased. For instance, a boy who has passed the Fifth Form of a High School will be awarded a scholarship for one year only sufficient to enable him to complete the High School course in the Sixth Form. It has also been assumed that the student remains in one school throughout the stage. Change of school may lead to the discontinuance of the scholarship owing to the Committee's inability to effect a transfer.

SCHEDULE I.

General distribution of the scholarships according to the grades.

| Grade | Courses of education | Number of scholarships | Value in rupees | Annual total cost |
|-------|--|------------------------|---|-------------------|
| 1 | University ... | 60 | Rs. 15 | Rs. 10,800 |
| 2 | Pre-collegiate or University Entrance ... | 70 | 10 | 8,400 |
| 3 | High School ... | 250 | 8 | 24,000 |
| 4 | English Lower Secondary Stage | 570 | 4 | 27,860 |
| 5 | Vernacular Lower Secondary Stage ... | 600 | 2 | 14,400 |
| | Total ... | ... | ... | 84,960 |
| | <i>Special scholarships for Depressed Classes—</i> | | | |
| A. | Primary Stage ... | 500 | 1 | 6,000 |
| B. | Vernacular Lower Secondary Stage ... | 100 | 4 | 4,800 |
| C. | Industrial and other Special Classes ... | .. | (Number and rates to be fixed by the Central Committee) | 4,200 |
| | Total ... | ... | ... | 15,000 |
| | Grand Total ... | ... | ... | 1,00,000 |

SCHEDULE II.

Allotment of the scholarships for the Backward Classes among the districts.

| District | Total population of Backward Classes | Third Grade : High School | | Fourth Grade : English Lower Secondary | | Fifth Grade : Vernacular Lower Secondary | | Total number of scholarships | Total Amount |
|---------------|--------------------------------------|---------------------------|--------|--|--------|--|--------|------------------------------|--------------|
| | | Number of scholarships | Amount | Number of scholarships | Amount | Number of scholarships | Amount | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |
| | | | Rs. | | Rs. | | Rs. | | Rs. |
| Bangalore ... | 818,644 | 37 | 3,552 | 89 | 4,272 | 96 | 2,804 | 222 | 10,128 |
| Mysore ... | 1,298,510 | 55 | 5,280 | 121 | 5,952 | 141 | 3,384 | 320 | 14,616 |
| Kolar ... | 750,900 | 85 | 3,860 | 78 | 3,744 | 85 | 2,040 | 195 | 9,144 |
| Tumkur ... | 714,760 | 34 | 3,264 | 77 | 3,696 | 80 | 1,920 | 191 | 8,850 |
| Chitaldrug .. | 556,368 | 21 | 2,304 | 57 | 2,736 | 61 | 1,464 | 142 | 6,508 |
| Hassan ... | 560,380 | 25 | 2,400 | 57 | 2,736 | 63 | 1,512 | 145 | 6,644 |
| Kadur ... | 321,481 | 19 | 1,824 | 34 | 1,632 | 35 | 840 | 88 | 4,296 |
| Shimoga ... | 490,966 | 21 | 2,016 | 54 | 2,592 | 39 | 936 | 114 | 5,544 |
| Total ... | 5,507,009 | 250 | 24,000 | 570 | 27,360 | 600 | 14,400 | 1,420 | 65,760 |

SCHEDULE III.

Allotment of the scholarships for the Depressed Classes among the districts.

| District | Total population of Depressed Classes | A. Primary Grade | | B. Vernacular L.S. Grade | | C. Industrial and other Classes | |
|---------------|---------------------------------------|------------------------|--------|--------------------------|--------|---------------------------------|--------|
| | | Number of scholarships | Amount | Number of scholarships | Amount | Number of scholarships | Amount |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| | | | Rs. | | Rs. | | Rs. |
| Bangalore ... | 1,63,371 | 79 | 948 | 15 | 720 | ... | 657 |
| Mysore ... | 2,35,009 | 113 | 1,356 | 23 | 1,104 | ... | 943 |
| Tumkur ... | 1,09,690 | 53 | 636 | 11 | 528 | ... | 441 |
| Hassan ... | 1,12,157 | 54 | 648 | 11 | 528 | ... | 420 |
| Chitaldrug .. | 87,374 | 41 | 492 | 8 | 384 | ... | 367 |
| Shimoga ... | 78,415 | 37 | 444 | 7 | 336 | ... | 318 |
| Kadur ... | 78,508 | 37 | 444 | 7 | 336 | ... | 319 |
| Kolar ... | 1,79,367 | 86 | 1,032 | 18 | 864 | ... | 720 |
| Total ... | 10,43,891 | 500 | 6,000 | 100 | 4,800 | ... | 4,200 |

G. O.No. 2200-50—Edn. 42-17-39, dated 29th August 1917.

Lady Graduates.

PAY AND PROSPECTS IN EDUCATION DEPARTMENT.

With a view to meet the demand for qualified lady graduates in the Education Department and induce a larger number of ladies from the State to take University degrees, Government are pleased to sanction the following proposals fixing the pay and prospects of lady graduates belonging to the State, selected for appointments in the Education Department, for a period of three years :—

Lady graduates who have taken the B.A. Degree will be started on a pay of Rs. 100 per mensem on probation for one year, and promoted thereafter, if competent, to the grade of Rs. 125—25—150.

Lady graduates who have passed the B.A. with honours or are M. A's will be given a starting pay of Rs. 150 and will be appointed to the grade of Rs. 150—25—200 after one year's probation.

No person however will be appointed unless there is a specific vacancy or post duly sanctioned by Government and the sanction of Government will as usual be obtained in each case.

The Inspector-General of Education is requested to report at the end of two years the number of lady graduates appointed since the issue of the present order and submit suitable proposals for regulating the pay thereafter.

G. O. No. 2383-5—Edn. 13-16-190, dated 1st September 1917.

Sanskrit Education.

SCHEME FOR IMPROVEMENT.

Preliminary—Appointment of a Committee.

With a view to determine the lines on which Sanskrit education

Rajamantra Pravina Mr. H. V. Nanjundayya, C.I.E.,
President.
Diwan Bahadur Mr. J. S. Chakravarti
Mr. Karpur Shrinivasrav
Praktana Vimarsa Vichakshana Mr.
R. Narasimhachar.
Rao Bahadur Mr. M. Shama Rao
Mr. V. N. Narasimha Iyengar
Mr. B. Ramakrishna Rao
Mr. A. Mahadeva Sastri, Secretary.

Members.

should be conducted in future, so as to attract deserving students and ensure real scholarship the Government appointed a Committee consisting of the marginally noted gentlemen to consider the subject in

all its aspects and in submitting their opinion they were further desired to deal with the following questions arising in that connection :—

- (i) Whether it is sufficient to have one central institution located in Mysore or whether there should be two separate institutions in Mysore and Bangalore as at present ;
- (ii) If there are to be two, what their mutual relation should be. Proposals were also called for for the reorganization of

the Mysore and Bangalore Colleges determining the number of teachers and other staff to be employed and the salaries to be given to them and regulating the grant of scholarships and other facilities to students.

The Committee have examined the subject in all its bearings and have embodied their recommendations in a comprehensive report dealing with the question under the following main divisions :—

I. Sanskrit education in all its aspects—

(i) Sanskrit education in general or mixed schools, *i.e.*, those in which Sanskrit is taught along with English or Kannada.

(ii) Sanskrit education in exclusive Sanskrit Schools.

II. Reorganization of the Bangalore and Mysore Sanskrit Colleges—

The recommendations of the Committee are summarised at paragraph 37 of the report.

Sanskrit in ordinary Schools.

As regards the mixed schools, the Committee are of opinion that

- (i) an elementary course of Sanskrit should be made compulsory in the IV and V Forms in the case of Hindu students and optional in the VI Form ; or Sanskrit should be made an alternative subject to the vernacular in the compulsory group of subjects, throughout from the Lower Secondary up to B.A.
- (ii) a graduated series of Sanskrit text books should be compiled for use in elementary stages to make the Sanskrit study easier and more rational ; and
- (iii) Sanskrit in the early stages should be taught according to improved methods.

With respect to the first of these recommendations, effect has already been given to the course suggested and Sanskrit has been made an alternative subject both in the School Final Classes and in the second language branch of the University. As regards the compilation of more suitable text-books and the introduction of improved methods of teaching in the earlier stages, the Inspector-General of Education is requested to give his early attention to the matter and submit definite proposals to Government.

Curricula of Studies in purely Sanskrit Schools.

In the case of the exclusive Sanskrit Schools, the Committee are of opinion that—

- (i) subjects of general education such as Arithmetic, Geography, History and Elementary Science should form an integral part of the curricula of the Primary and Secondary Sanskrit Schools,
- (ii) English language up to the Matriculation standard should form part of the secondary education in Sanskrit Schools;

and (iii) students not taking up English in Sanskrit Secondary Schools and Colleges should study one of the vocational subjects such as (a) Puranic Exposition and worship, (b) Smartha Prayoga, (c) Srouta Prayoga, (d) Temple worship.

Curricula of studies based on the above recommendations are also submitted for the approval of Government. The Government consider that a liberalization of education on the lines suggested is a desirable improvement, provided care is taken that Sanskrit receives the first attention and the other subjects are treated as subsidiaries. Besides the two Sanskrit Colleges at Mysore and Bangalore, there are 35 aided institutions spread over the State with varying standards of efficiency and equipment and it appears to be highly desirable to introduce a fixed standard to which they will have to work up. The Government are accordingly pleased to give their general approval to the curricula noted at Appendix C of the report, and to sanction their introduction into the Sanskrit Schools of the State with such alterations as may be considered necessary in the individual circumstances of these schools. The new curricula will, however, be introduced in the primary and secondary sections of the Sanskrit Colleges at Mysore and Bangalore as soon as possible after the reorganization of these Colleges is effected.

Advanced Study of Sanskrit.

As regards the course of studies in the Collegiate Classes, the Committee recommend that the Vidwat Courses of the Mysore College should be remodelled on the basis of the syllabus for the Siromani Examinations of the Madras University with certain changes necessitated by local conditions and that in addition a higher course or post-graduate study or a Mahavidwat course should be instituted which will give the student a mastery over his special subject. The Committee have drawn up a syllabus for these courses and they recommend that a strong board to supervise the studies and the examinations should be constituted with a view to maintain unimpaired the standards to be aimed at. They further recommend that these Colleges may be affiliated to the Mysore University in its special faculty of Sanskrit studies and that in that case the final examinations for diplomas may be conducted by the governing body of the University.

The University Council to whom these recommendations of the Committee were referred for opinion, have approved of the recommendations of the Committee but postponed the establishment of a faculty of oriental learning for future consideration.

The Government are accordingly pleased to approve the syllabus framed for the Vidwat and Mahavidwat courses. Classes for these courses will be opened with effect from the next scholastic year but students under the old curricula will be allowed to complete their courses and sit for the Vidwat Examination under the old rules until 1921.

Scholarships, Prizes and Fellowships.

As regards the facilities and encouragement that should be offered to the students, the Committee recommend that—

- (i) students of the primary and secondary departments should be encouraged by being given small scholarships and prizes and by free supply of books to a certain percentage of students.
- (ii) students in the College Department should be given such stipends as will cover their boarding charges and contingent expenses ;
- (iii) four fellowships should be granted to post Vidwat students studying for the Mahavidwat courses,
- (iv) four stipends should be granted for prosecuting post-vidwat studies in Tarka, Vyakarna, Sankhya and Yoga outside Mysore ; and
- (v) the graduates or the Anglo-Sanskrit Section of the Colleges should be regarded for purposes of public employment (including admission to the Mysore Civil Service Examination) as equivalent to pass B. A. graduates of the Madras University, and the lower tests in the course of Sanskrit studies such as the primary, the lower secondary, the school final and the intermediate may be regarded as equivalent for public employment to the corresponding tests of the General Education Department and the University.

The scheme of scholarships and prizes is well considered and the Government are pleased to accord to it their general approval but special sanction will have to be obtained from time to time for the actual expenditure under this head. As regards the proposal to throw open the public service to qualified men under the new scheme, Government are of opinion that the question of the recognition to be given to diplomas granted under the revised scheme of Sanskrit Education as far as eligibility for admission to Government Service is concerned may be reserved for future consideration.

The Mysore and Bangalore Colleges.

Regarding the reorganization of the Mysore and Bangalore Sanskrit Colleges the Committee consider that the Mysore College should be the chief seat of advanced Sanskrit education, to which the Bangalore College should be affiliated, that the Mysore Sanskrit College should be equipped with a very efficient staff composed of a competent principal and well qualified professors to teach the advanced courses in the subjects of Sahitya, Veda, Mimamsa, Vedanta (Adwaita, Visistadwaita and Dwaita), Tarka, Vyakarna, Dharmasastra and Jyotisha, that it is enough to equip the Bangalore Sanskrit College with a staff competent to teach Sahitya up to the highest standard, the Shastras such as Vyakarna and Tarka being taught as subsidiary subjects. The staff and pay proposed by the Committee are given at

Appendix H of the report and Appendix I gives the estimated total cost of the whole proposals involving an addition to the annual recurring expenditure of Rs. 24,245 raising to a maximum of Rs. 36,065.

The proposals for the reorganization of the two colleges are well considered and Government are pleased to sanction the same as also the provisions made for scholarships, prizes, grants, examination expenses, etc., in Appendix J of the report. Necessary provision should be made in the budget of future years.

Now that the University have postponed the introduction of an oriental faculty the recommendations of the Committee regarding the management of the Colleges and the supervision of the examinations have to be modified to some extent. Considering the origin and past history of these two Colleges, Government consider that it is inexpedient to make any material changes in the system of management. The College at Bangalore however should be brought into line with the Mysore College and a Committee of seven members comprised partly of gentlemen evincing active interest in the advancement of Sanskrit learning and partly of Sanskrit Pandits should be constituted with the Muzrai Superintendent as the President and the College Adhyaksha as Secretary.

Board of Supervision.

In addition to these Committees of management, the Government agree with the Committee in thinking that there should be a strong independent Board to supervise the examinations and see that the standard of qualification of the candidates is properly maintained. This Board should consist of—

- (i) The two Presidents of the Sanskrit Colleges at Mysore and Bangalore ;
- (ii) The two Adhyakshas of these Colleges ;
- (iii) The Adhyaksha of Sanskrit College at Melkote ;
- (iv) The Professor of Sanskrit in the Maharaja's College at Mysore ; and
- (v) Three members to be selected by Government from the Mahavidwans and other learned Sanskrit scholars in and out of Mysore.

It shall be the duty of this Board when constituted—

- (i) to order examinations in conformity with the sanctioned rules and to fix the dates for holding them ;
- (ii) to appoint examiners and, if necessary, to remove them and to fix their fees, emoluments, travelling and other allowances and to arrange for moderation when necessary ;
- (iii) to declare the results of the examinations and to recommend for diplomas, certificates, prizes, scholarships and stipends based upon such results in conformity with the rules ; and
- (iv) to watch generally the course of instruction in the Colleges and to recommend any change which may be required in the courses of studies or text-books prescribed.

Private Contributions in aid of Sanskrit Education.

Government are glad to note that the Swamies of the Sri Kudli Sringeri, Sri Ahobila and Sri Krishnananda Mathas have agreed to contribute a total sum of Rs. 965 per year for Sanskrit education in the State, and it is hoped that many other institutions having the interest of Sanskrit learning at heart will also come forward with substantial help. These amounts and any other contribution which may be made hereafter will be utilized for the grant of scholarships to deserving students, such scholarships being called after the Matha subscribing and granted agreeably to any conditions which may be stipulated by the grantors. The Muzrai Superintendent should arrange to have these amounts duly recovered every year from the Mathas concerned and credited to the scholarship fund of these Colleges.

In conclusion, the Government are pleased to acknowledge with appreciation the labour and time spent by the members of the Committee in their exhaustive enquiry into this important question and to convey their thanks for the excellent report in which their recommendations have been lucidly set forth.

G. O. No. 3333—45—Edn. 103-15-7, dated 27th September 1917.

INDUSTRIES AND COMMERCE.

The Industries and Commerce Department.

CONSTITUTION OF A COMMERCIAL SECTION.

According to the scheme for the re-organisation of the Industries and Commerce Department, it has been decided to constitute a separate section in the Director's Office for the development of commercial work. Government are now pleased to sanction a separate commercial section in the Industries and Commerce Department for carrying on the above work and to appoint Mr. C. Ranganatha Rao Sahab as the Officer in charge. His designation will be Deputy Director in charge of Commercial Developments and Statistics. He will be assisted by Mr. K. H. Ramayya, Assistant Director

The items of work to be immediately undertaken out of the programme are:—

- (i) collection of complete information regarding the existing conditions of trade in the State and further openings for the development of trade, internal and foreign,
- (ii) establishment of a Commercial Bureau of Information and statistics,
- (iii) organization of the Central Commercial Museum,
- (iv) compilation and publication of correct industrial and commercial statistics for the whole State,
- (v) development of joint-stock enterprise under the Companies Regulation,
- (vi) publication of a monthly trade journal or periodical bulletins on commercial subjects,
- (vii) investigation into the question of starting land banks or of affording State aid by means of advances on proper security,
- (viii) any other work or duties that may be necessary for developing commercial work in the State.

Separate orders will issue regarding the transfer of the work of the Registrar of Joint-Stock Companies to the Department of Commerce.

G. O. No. 2680-730—I. & C. 48-17-3, dated 10th September 1917.

Industrial and Commercial Museums.

Proposals received.

With a view to stimulating industrial and commercial activities in the State and to provide the people with facilities to acquaint

themselves with new commodities that can be manufactured within the State and the means by which local products may be made to withstand competition and find openings in other markets, the Industries and Commerce Committee propose the establishment of a Central Museum at Mysore.

The scheme is to be on the following lines :—

(i) The Museum should be both Industrial and Commercial.

(ii) It should contain (a) samples of local raw materials and manufactured products for which there is demand outside the State, (b) samples of goods produced outside Mysore for which Mysore articles can be substituted, (c) samples of manufactured goods imported from outside into the State which can be locally manufactured, (d) samples of important implements and machinery which may be advantageously recommended to leading raiyats and manufacturers for use and purchase, (e) up-to-date lists of names of local manufacturers or producers in a position to receive orders on a commercial scale and (f) a catalogue of shops and firms dealing in Mysore goods outside the State.

(iii) It should have, as an adjunct, an information bureau and be able to furnish adequate information to merchants, artisans and manufacturers regarding raw materials, markets, processes of manufacture, implements and machinery required so as to stimulate manufactures and develop trade and commerce.

(iv) It should have a good library of reference books, preference being given to publications dealing with raw products found or considered suitable for Mysore and the leading journals and newspapers relating to industries and commerce.

(v) It should be under the control and guidance of the Director of Industries and Commerce assisted by an Advisory Board composed of—

- (1) The Director of Agriculture,
- (2) The Chief Electrical Engineer,
- (3) The Director of Mines and Geology,
- (4) The Conservator of Forests,
- (5) The Deputy Commissioner, Mysore,
- (6) A Representative of the Mysore Chamber of Commerce,
and
- (7) The Secretary, Industries and Commerce Committee.

(vi) Arrangements should be made for periodical public lectures being delivered at the Museum for explaining the objects and scope of the Museum and in what way it can be utilised by the public.

(vii) The Museum should be allowed to utilise the services of the commercial correspondents that may be employed outside the State.

It is proposed to locate the Central Museum in the ground floor of the Chamarajendra Technical Institute and place it in charge of Mr. Alderton as Honorary Curator of the Museum.

Approved with modifications.

Government are pleased to approve of the scheme for a Central Museum outlined above generally with the following modifications:—

(i) The Museum will be located for the present in the Exhibition grounds till a new permanent building is constructed. The Secretary, Exhibition Committee, will be requested to place the machinery shed and the vacant site adjoining it at the disposal of the Director of Industries and Commerce for the purpose.

(ii) To organise it and place it on satisfactory basis, a special officer will be deputed for a period of three to six months, a qualified technical assistant being associated with him on the salary proposed and trained to take charge of the Museum. The information bureau and the library should be equipped with the necessary staff and references.

(iii) In addition to the members proposed, the Board will consist of the Inspector-General of Education and the Superintendent, Chamrajendra Technical Institute. The last named officer will be the Secretary to the Board and serve as Honorary Curator.

(iv) A detailed set of rules should be prepared and issued with the approval of Government for keeping the collection of exhibits in the Museum up-to-date and bringing it into touch with the requirements of local traders and manufacturers.

Museums in District and Taluk Headquarters.

The Industries and Commerce Committee also recommend the grant of some contribution towards the Museums started at Tumkur, Shimoga and Chitaldrug. As it would be useful to have small museums at District and Taluk Headquarters as auxiliary to the larger museums so that they may give prominence to exhibits relating to local raw products and manufactures, Government are pleased to lay down the following scale of grants for District and Taluk Museums for a period of three years:—

(i) A contribution equal to the amount raised in each district but not exceeding Rs. 500 for initial expenses, such as the purchase of exhibits and equipment charges and a grant equal to the amount contributed by the district, but not exceeding Rs. 25 a month, for monthly recurring expenditure, for museums located at the headquarters of each district excluding Mysore, where a separate District Museum is unnecessary.

(ii) An annual contribution not exceeding one-fourth of the amount raised in a taluk but subject to a limit of Rs. 50 for the maintenance of each museum located at the headquarters of each taluk in addition to any contribution that may be made from the funds of the Taluk Progress Committee.

The District and Taluk Museums will be under the control and guidance of the Presidents of the District and Taluk Committees, respectively, assisted by a small Advisory Board selected by them, composed of not more than five gentlemen specially interested in Commerce and Industries.

The District and Taluk Museums should also contain an Enquiry Office and Information Bureau and will receive necessary guidance in technical matters from the Central Museum. The Central Museum will correspond direct with local museums and also arrange for periodical inspection of the latter.

The recommendation of the Industries and Commerce Committee in regard to the District Museums at Tumkur, Shimoga and Chitaldrug are approved and the following grants are sanctioned:—

- (a) *Tumkur*.—An annual grant of Rs. 500 for a period of three years on condition that an equal amount is contributed by the district.
- (b) *Shimoga*.—Rs. 500 for the current year on condition that an equal amount is made available from the district.
- (c) *Chitaldrug*.—Rs. 500 for initial expenses for the current year on condition that an equal amount is contributed by the district.

A monthly grant for recurring expenses of Rs. 25 on condition that a similar amount is contributed by the districts for a period of three years.

Conclusion.

Government trust that as a result of the substantial encouragement now afforded, Museums will be started in all districts and important taluks and that the Central Museum and local museums will form the centres of investigation and development of trade by affording facilities for the examination of raw materials and manufactured samples and for obtaining information regarding the cost of production and distribution, markets available and processes of manufacture.

G. O. No. 410-502—1. & C. 134-16-2, dated 13th July 1917.

The Cottage and Home Industries Institute.

REVISED ARRANGEMENTS.

The opening of a Home Industries Institute in Bangalore was sanctioned by Government in May 1916, but work was actually started in August last, when a detailed and comprehensive programme of work was considered and approved by the Education Committee, and a Managing Committee was appointed. Owing to the novel character of the experiment, some difficulties were experienced in the initial stage. A fair amount of useful work has, however, been done. Information has been collected regarding the Home Industries the introduction or development of which is likely to be most useful and arrangements have been made whereby the Institute may get into touch with a large body of home workers. Government are therefore pleased to sanction the continuance of the Institute for another year with effect from 1st July 1917.

With a view to suggest improvements in the present methods of working of the Home Industries Institute, a Special Committee, consisting of the following members, *viz.*, Dr. Coleman and Messrs. V.

Rangasamiengar, K. R. Srinivasa Iyengar, B. K. Garudachar, M. Basavaiya, S. V. Setti and Rev. E. W. Thompson, was appointed by the Standing Committee of the Economic Conference and the report of that Special Committee is before Government. The subject was also discussed at the last session of the Economic Conference.

After a careful consideration of the various suggestions made, Government are pleased to indicate generally, in the succeeding paragraphs, the lines on which the Home Industries Institute may in future be conducted.

The following recommendations have been made by the Special Committee in their report for improving the Home Industries Institute.

- (a) That by the term "Home Industries" should be understood such subsidiary occupations as may be carried on in the home with small capital and simple appliances and are likely to add to the family income.
- (b) That it should be the function of the Home Industries Institute to develop these subsidiary occupations as defined above, whether by giving training in them through classes carried on under the direction of the Institute or by assisting home workers to obtain materials and plant and to find a market for their products.
- (c) That it should not be regarded as a part of the work of the Institute to provide manual occupation for, or to give industrial training to boys and girls now attending school, since the general inculcation of industrial habits should be undertaken, if at all, by the Department of Public Instruction, in connection with the schools maintained by it, and that no boys or girls actually attending schools shall be admitted into any of the classes maintained by the Institute.
- (d) That the following occupations come within the definition of Home Industries and may be usefully taught in the Institute, the list being a tentative one, *viz.*—
 1. Rattan work.
 2. Toy-making.
 3. Sewing and dress-making.
 4. Wick, tapé and handkerchief weaving, cotton and silk ribbon making.
 5. Nakki and tinsel work.
 6. Hand knitting and darning.
 7. Crotchet, lace and embroidery.
 8. Silk twisting and reeling and winding ball thread.
 9. Mat weaving and basket work.
- (e) That in view of the work which is now being done or which is possible in the near future, the establishment of the Institute should consist of a Superintendent, an assistant with such clerk or clerks and servants as are required and the instructors of the classes directly

maintained by the Institute who shall all of them be under the direction and control of the Institute Committee.

- (f) That an officer of the standing and with the qualifications of the Superintendent of a Government Industrial School on a salary of from Rs. 100 to Rs. 150 would be competent to discharge satisfactorily the duties of the Superintendent of the Institute.
- (g) That it would be one of the chief aims of the Institute to encourage classes teaching Home Industries which have been formed by voluntary associations or private individuals under proper guarantees of management and efficiency, and that in the case of such classes the amount of the grant-in-aid need not be confined to a maximum of Rs. 25 per mensem but should be determined by the nature and the requirements of the classes.

Government generally agree with the Special Committee in their views about the scope and object of Home Industries and that the Institute should concentrate its attention in the training of adults in some branch of industry or handiwork in order to increase their earning power. Government are, however, of opinion that the operations of the Institute need not necessarily be confined to the industries referred to above, but that the Institute may deal with all industries whether followed as principal or subsidiary occupations which are carried on in the home for producing saleable articles with a view to earn money by the sale thereof. The name of the Institute will be changed to the Cottage and Home Industries Institute.

Classes opened under the scheme will be confined to adults and the elements of practical training among school children should be diffused with the agency of the Education Department. Such children should be excluded from the operation of the scheme.

The working of the Home Industries Institute should continue to be kept distinct from that of the classes. In the case of the Institute, the accounts should indicate separately the expenditure incurred for experiments, propagandistic and educational work and that for the commercial portion of the work of the Institute. As regards grants sanctioned for the Home Industries classes, only amounts intended for the initial equipment may be paid in advance, the balance being disbursed in monthly instalments. Classes managed directly by the Education Committee or the Bangalore Home Industries Institute should conform to the account rules and should not be treated as grant-in-aid institutions. The total provision made for the Home Industries Classes should be distributed proportionately among the cities of Bangalore and Mysore and the districts according to their requirements, a lump sum limit being fixed for each centre.

In giving grants preference should be given to institutions maintained by voluntary associations or private individuals who are able to give proper guarantees of management and efficiency and are also able to supplement such grants with contributions from other sources. The amount of the grant should, as proposed by the Special

Committee, be determined by the nature and requirements of the classes, but no grant exceeding Rs. 500 per year should be sanctioned without the orders of Government.

The Home Industries Institute will be under a Committee of Management who will be responsible for the development of the work of the Institute on proper lines subject to the general control of the Education Committee. Suitable arrangements should be made for the periodical audit and publishing of accounts.

Separate sanction of Government should be obtained as regards staff and other requirements of the Institute. All appointments carrying a salary of Rs. 50 and above will be subject to the approval of the President of the Economic Conference.

Government desire that as regards the classes under the supervision of the Home Industries Institute as well as in other places, the Education Committee should at once proceed to attend to the following points and submit a report to Government of the action taken before the end of September 1917.

- (i) Suitable rules should be framed for the sanction and disbursement of grants and grants-in-aid, maintenance of accounts and other details necessary for the proper administration of the funds placed annually at the disposal of the Committee for the purpose.
- (ii) Definite curricula should be laid down for the classes so that progress in instruction may be checked and measured from time to time.
- (iii) Proper arrangements should be made for the inspection of all the classes at least once in six months.

G. O. No. 1910-60—F. & C. 17-16-4, dated 24th August 1917.

Industrial Workshops.

FACILITIES FOR REPAIRING INDUSTRIAL MACHINERY.

Government agree with the Director of Industries and Commerce that it is very essential under existing conditions that the Department should have a Central Industrial Workshop where it would be possible to manufacture and supply to the people simple machines needed by them, undertake important repairs and alterations of machinery already set up and carry on experiments to design and adapt machinery to suit local requirements. Government are therefore pleased to sanction the proposal to start a Central Industrial Workshop in Bangalore and approve of the following arrangements in connection therewith:—

The Workshop buildings constructed at a cost of Rs. 1,05,841, the machinery with which it is fitted up and the establishment attached thereto at present costing Rs. 1,058 per mensem will be transferred to the Industries and Commerce Department and the workshop placed under the independent control of the Director of Industries and Commerce.

The Director of Industries and Commerce is requested to examine the working of the existing workshop thoroughly and submit necessary proposals for the consideration of Government for making it thoroughly efficient and up-to-date. The workshop should be carried on strictly commercial lines, the accounts being audited once in six months by the commercial auditor, and a half-yearly balance sheet issued. Arrangements should also be made to give practical training to the students of the Mechanical Engineering School and others qualified to undergo advanced training in the Central Industrial Workshop.

In addition to the Central Industrial Workshop, the Director of Industries and Commerce proposes the opening of a small industrial workshop in each district excepting Bangalore and Mysore, to undertake ordinary repairs of machinery in the district.

The cost of each workshop is estimated as follows:—

| EQUIPMENT. | | Rs. |
|---|-----|--------------|
| Building office and store rooms | ... | 2,212 |
| Machinery, Blacksmiths' shed and stock rooms, compound wall, etc. | | 4,290 |
| Machinery including tools | ... | 4,000 |
| | | <hr/> 10,502 |

The cost of establishment proposed is Rs. 1,212 per annum and of working expenditure Rs. 2,412 per annum. The receipts are estimated at Rs. 1,412 in the beginning, involving a net deficit of Rs. 1,000 which is proposed to be borne both by the Government and the respective District Boards, equally, the profits being similarly divided as soon as the concerns become self-supporting.

Government also approve of the scheme of District Workshops which should afford facilities to people of the district for repairs and be centres for training them to handle machinery. A provision of Rs. 10,000 has been made in the current year's budget and a beginning may be made at once in two districts, preference being given to districts in which the District Boards concerned are prepared to contribute half the net initial and recurring cost per annum. The district headquarters selected should be reported to Government for approval by the 15th October 1917.

Government are also of opinion that the District Workshops should afford facilities for practical training to senior students in the District Industrial Schools and also to artisans engaged in the profession. The Director is requested to submit proposals in consultation with the Inspector-General of Education for the approval of Government, for providing facilities for such training.

G. O. No. 3005-55—I. & C. 144-16-2, dated 17th September 1917.

AGRICULTURE.

Sericultural Scholarships.

REVISED SCALE.

It is reported that the existing rates of scholarships, *viz.*, Rs. 8 per mensem for the 1st quarter of the course, Rs. 10 for the 2nd quarter and Rs. 12 for the 2nd half-year of the course are not sufficiently attractive with the result that the better class of men are shut out from the Department. With a view to ensure the development of the Sericultural Industry on proper lines, it is considered necessary to encourage the recruitment of men with better general qualifications than are possessed by candidates now admitted into the Department, and to attain that object the following three classes of scholarships are proposed.

Class 1.—Four special scholarships of Rs. 20 per mensem each for one year open only to candidates who have passed at least the School Final Examination.

Class 2.—Six ordinary scholarships as shown hereunder, open only to candidates who have a satisfactory knowledge of English and have passed at least the Lower Secondary Examination in English.

Rs. 10 per mensem for the 1st quarter of the school course.

Rs. 12 per mensem for the 2nd quarter of the school course.

Rs. 15 per mensem for the 2nd half-year of the practical course in the farm or school.

Class 3.—Five ordinary scholarships, same as the existing ones, open to persons who have only a fair knowledge of the vernacular. The total cost of the scheme is computed at Rs. 2,526 a year as detailed below:—

| Class | Number of scholarships | Rate | Period for which tenable | Cost | |
|-------|------------------------|------|--------------------------|------|-------|
| | | Rs. | | Rs. | Rs. |
| 1 | 4 | 20 | One year | | 960 |
| 2 | 6 | 10 | Three months | 180 | |
| | 6 | 12 | Three months | 216 | 936 |
| | 6 | 15 | Six months | 540 | |
| | 5 | 8 | Three months | 120 | |
| | 5 | 10 | Three months | 150 | 630 |
| | 5 | 12 | Six months | 360 | |
| | | | | | 2,526 |

The above proposals are sanctioned for a period of one year, in the first instance.

The suggestion to advertise for candidates in regard to classes 1 and 2 and select the best four of the former class and the best six of the latter after a competitive examination in English Composition, Arithmetic and Translation is approved. The question of the appointments to be offered to the candidates in receipt of the special scholarships will be reserved for consideration after the completion of the present course of training.

A bond should be executed by each candidate to serve in the Department, if so required, for a period of at least three years.

G. O. No. 1063-5—A. & E. 46-16-11, dated 1st August 1917.

Cocoanut Cultivation.

GRANT OF LOANS BY GOVERNMENT.

The loans granted under the existing Takavi Loan Rules are limited to Rs. 200, and are repayable in one year. The Agricultural Committee are of opinion that this concession is not sufficient in the case of persons intending to start cocoanut cultivation, as a large outlay is required and no return can be expected within a period of six years. They therefore recommend that (1) the limit of the loan may be raised to Rs. 1,000 and that the period of repayment be made to commence from the seventh year in ten equal annual instalments and (2) that a Government nursery for supplying cocoanut seedlings be opened at a central place under the management of the Agricultural Department with arrangements for giving advice and assistance to persons engaged in cocoanut cultivation. Government are of opinion that there is no necessity for opening a nursery managed by Government as suggested.

The Agricultural Department and the Agricultural Committee should encourage private enterprise in this respect and if any special concessions are deemed necessary, suitable proposals may be submitted to Government.

Government direct that the amount of loan to be granted for the purchase of cocoanut seedlings and other purposes connected with cocoanut cultivation be raised to Rs. 500 and made repayable in three years after the seventh year. The Takavi Rules will be suitably modified.

G. O. No. 2181-94—A. & E. 200-15-1, dated 29th August 1917.

PUBLIC WORKS.

Engineer Establishment.

INCREASE OF STRENGTH.

As the demands made on the Public Works Department by the Railway and other Departments for technical assistance have been increasing in recent years, the Public Works Secretary has, in his note dated the 5th December 1916, reviewed the requirements of his department in point of Engineer establishment and represented that it is not possible to satisfy the demands for establishments from other departments without a proportionate increase in the sanctioned cadre of this Department. He has therefore recommended that the sanctioned scale may be raised by 4 Executive Engineers, 8 Assistant Engineers and 12 Sub-Assistant Engineers.

It has been clearly shown that, even after increasing the permanent strength as now proposed, the total demand on the Public Works establishment from all departments (including the Railway Department) will not be adequately met. For instance, the number of officers required for permanent employment in the Railway Department alone will be 3 Executive Engineers, 3 Assistant Engineers and 4 Sub-Assistant Engineers. If to this number be added the number of Engineer officers needed for the management of, and the regulation of water from, the Krishnaraja Sagara and the canals drawn therefrom (when the whole project is completed) as well as for the Marahmat and other departments, the number required to meet actual requirements will be in considerable excess of the permanent additions now recommended.

As regards the financial effect of the revision, it is estimated that the increase of cost involved by raising the number of officers, as proposed, would amount to Rs. 7,824 per month, but a sum of Rs. 6,667 out of this increase is reported to be debitable to other departments to which the services of Engineer officers are lent. The net increase on the sanctioned cost for the Engineer establishment will therefore be only Rs. 796 per month.

In order to meet the professional requirements of the Public Works and other Departments, including the Railway Surveys and Construction, the Government of His Highness the Maharaja are pleased to convey sanction to the permanent strength of the Engineer establishment being increased by 4 Executive Engineers, 8 Assistant Engineers and 12 Sub-Assistant Engineers,

The revised scale now sanctioned will stand as shown below :-

| | Sanctioned scale. | No. as now revised and sanctioned. |
|-------------------------|----------------------|---------------------------------------|
| Executive Engineers | 14 | 18 |
| Assistant Engineers | 20 | 28 |
| Sub-Assistant Engineers | 20 | 32 |
| | <hr/> 54 | <hr/> 78 |

G. O. No. 1465-1518—P. W. 7605-7658, dated 18th July 1917.

, A Separate Irrigation Division.

REVIEW OF WORK AND ORDERS FOR CONTINUANCE.

The formation of the Irrigation Division was sanctioned tentatively for a period of three years to carry on the investigations detailed in the Irrigation Chief Engineer's note dated the 8th October 1912, and the Division was regularly organised for work on the 1st July 1914.

The results achieved during the past two years and a half may be summarised as below :—

- (1) Rules have been framed for conserving and distributing economically the supply in the selected tanks.
- (2) A proportionate increase has been effected in the cultivated area under the tanks directly under the management of the Division.
- (3) Lands at the tail end of channels, on which no crop could be raised for want of water, have now plentiful supply and even two crops are harvested.
- (4) Intensive cultivation and the growth of high-rated crops have received sufficient stimulus.
- (5) Gauging Stations have been selected and operations begun, the observed hydraulic data for two years being on record.
- (6) Tank Maps and Serial Registers have been revised and completed.
- (7) The Block System of Irrigation under the Marikanave Reservoir was brought into full working order.

The results obtained so far point to the desirability of extending the operations of the Division to more tanks in the State, and to other irrigated tracts, and to do this effectually, it will take at least two years more.

The Secretary, Public Works Department, suggested, as an alternative, that the Irrigation Division might be abolished and this work entrusted to the Executive Engineers of the Divisions, with a special Sub-Division under each to deal with the tanks. The annual cost of this was estimated at about Rs. 76,000 per annum against

Rs.31,656 sanctioned for the Irrigation Division. But not only does this proposal involve a larger expenditure, but it will not also be conducive to unity of action. The Executive Engineers will have very little time to attend to special work of this nature, and as a result, the Sub-Division Officers will be left very much to themselves.

In these circumstances, Government are of opinion that it is necessary to continue the Irrigation Division for at least two years more, in order that the programme sketched above may be fully worked out. They are accordingly pleased to sanction the continuance of the Division for a further period of two years with effect from the 1st July 1917.

G. O. No. 1606-43—P. W. 8160-97, dated 30th July 1917.

Tank Works.

REVISED PROCEDURE IN RESPECT OF CONTRACTS.

With reference to the marginally noted circular orders, which lay down rules for the disposal of contracts up to Rs. 10,000 *without calling for tenders*, it is hereby directed that in the case of tank works, the following procedure be adopted in future :—

1. Superintending Engineer's Circular No. 19, dated the 26th February 1889, para 1.
2. Chief Engineer's Circular No. 3, dated the 31st August 1903.

- (1) In the case of works costing Rs. 2,500 or less, it is open to the Executive Engineer to carry out a work by piece work or by regular contract.
- (2) When it is decided to carry out a work by regular contract, tenders should invariably be called for, irrespective of the value of the work. In the case of piece-work contracts also, it is desirable that wide publicity should be given to all piece-workers before the final selection is made.
- (3) In the disposal of contracts for works (whether piece-work or regular), the instructions issued in G. O. No. 1825-76—P. W. 8877-928, dated the 25th August 1916, should be followed, so that the local people interested in a work may have preference, when all other considerations are similar.

The powers of Executive Engineers and Superintending Engineers to dispose of contracts up to Rs. 5,000 and 10,000, respectively, will remain unaltered.

Circular Memorandum No. 9, dated 3rd September 1917, by the Chief Engineer.

LOCAL SELF-GOVERNMENT.

Bangalore City Municipality.

GOVERNMENT REVIEW ON THE REPORT FOR 1915-16.

Constitution of Municipal Council.—The two *ex-officio* memberships of the Executive Engineer, Bangalore Division, and the Amildar, Bangalore Taluk, were abolished and there were thus during the year one *ex-officio*, eleven nominated and twelve elected Councillors.

Meetings and attendance.—Eighteen meetings were held, of which 12 were ordinary, 1 adjourned and 5 special, and the attendance of both official and non-official Councillors was satisfactory.

Election.—A general election in September 1915, and a bye-election in February 1916 (for filling up a casual vacancy in the 7th Division) were held, 1,583 out of 2,474 voters, or 64 per cent in the former and 181 out of 432, or 42 per cent in the latter, took part and all the seats opened for election were duly filled up.

Committees.—Government are glad to note that the Managing Committee met 34 times during the year and disposed of a large volume of important work, and the other Committees constituted for various activities in the City also did useful work during the year.

Demand, Collection and Balance.—The total demand including arrears under all items, except octroi, was Rs. 4,23,850, of which Rs. 2,99,743 or 70·5 per cent was collected, Rs. 13,514 or 3·5 per cent remitted and Rs. 1,10,593 or 26 per cent remained uncollected. The major part of the arrears is reported to be departmental contributions awaiting adjustment. No explanation is given for the delay in the adjustment of such items. Leaving them out of account, the actual arrears were Rs. 73,891 against Rs. 66,274 of the previous year, showing an increase of Rs. 7,617. The attention of the President has been invited to this in Government Order No. 3361-79—Ml. 56-16-2, dated 27th November 1916. A Deputy Amildar has since been entertained by the Municipal Council to supervise more effectively the work of the collection of arrears, and the current demand. It is hoped that the balance will be reduced soon.

As regards the special sanitary cess, Government observe that there is no need to consider the arrears separately as it is now merged in the half-yearly demand for rates and collected by the Municipal Council through its collection staff.

The President is requested to report the amount of arrears due up-to-date to the Municipality on account of Land Revenue and cesses thereunder assigned to it.

Incidence of taxation.—The incidence per head of population was Rs. 3-3-7, while it may be interesting to observe that it was Rs. 3-7-0 in the adjoining Civil and Military Station.

Financial position.—There was increase in receipts under all the principal items of Municipal revenue. The balance at the credit of the Municipality at the end of the year was Rs. 1,67,129, in addition to the fixed deposit of Rs. 75,943 in the Bank of Mysore.

Public Works.—The Engineering establishment of the Municipality was revised, the pay and prospects of the executive staff having been improved, besides increasing the numerical strength.

The total expenditure amounted to Rs. 1,04,989 including the establishment charges of Rs. 8,852. The major portion of the public works carried out was the repair and the up-keep of the roads and lanes of the Municipality. Some new roads and lanes also were opened during the year. It is reported that in anticipation of the new drainage scheme further expenditure on new drains has been considered undesirable. The existing drainage system should, however, be maintained efficiently. The opening of the slums and improving lanes and roads received the attention of the Municipal Council during the year.

It is also reported that the system of letting on contract the supply of road materials for three years has been introduced recently. It is hoped that the new system will work well. The result of its working may be briefly noticed in future reports.

A new extension near Gavipur was formed consisting of 80 sites which have all been sold. Some of the purchasers are reported to have formed themselves into a Building Co-operative Society and the progress in the construction of the houses has been satisfactory.

Education.—The total cost incurred by the Municipality for the Municipal and aided schools in the City was Rs. 6,482.

The Municipality also paid a monthly grant-in-aid of Rs. 25 to the Oriental and mixed Library at the Srinivasa Mandiram. The Municipal Council have also resolved to open branch Libraries in the City and Extensions.

Hospitals and Dispensaries.—The Unani and Ayurvedic Indigenous Hospitals of the City were subsidized as in the previous year, at a cost of Rs. 600 and a monthly contribution of Rs. 200 to the St. Martha's Hospital was also continued to be paid.

Vaccination.—Vaccination continued to be compulsory. The number of cases vaccinated was 5,256 against 3,560 in the year previous, the percentage of successful cases being 84.4 against 81.34 in 1914-15.

Public health.—Public health was good on the whole, except for the prevalence of plague and small-pox for a portion of the year in certain parts of the City and Extensions. The highest number of deaths from plague was recorded in January 1916, the lowest being in November 1915. The number of persons inoculated was 79 against 1,099 in the previous year. The decrease has not been explained.

The report on the investigations regarding the malarial survey of the Bangalore City for 1915-16 has been recorded and the President requested to continue the work further in Government Order No. 4995-7--Ml. 156-16-2, dated 2nd February 1917.

Vital statistics.—The registered birth and death rates for the year were 38·2 and 33·08, respectively, per mille. There were 735 deaths among infants under one year of age against 716 in the previous year.

Sanitation and conservancy.—The expenditure incurred under this head is Rs. 38,669. The Municipality also maintains, for short periods in the year, temporary staff for clearance of lantana and rank vegetation.

Avenue trees.—The report is meagre on the subject of avenue trees. A paragraph should be devoted to it in future reports showing the work done during the year, and the income and expenditure on this account.

Audit of accounts.—The President reports that the accounts for 1914-15 were audited by the Local Audit Section of the Comptroller's Office during the year and that the Comptroller has not yet sent the audit note.

Government observe that there has been avoidable delay in the audit of the accounts of the Municipality and that belated audit reports serve no useful purpose. The attention of the Comptroller will be invited to this defect. It is hoped that the two years' accounts yet unaudited will be completed soon and the audit report forwarded to Government.

G. O. No. 1361-7—Ml. 103-16-39, dated 29th August 1917.

MUZRAI.

Inam Lands of Muzrai Institutions.

LEASES FOR LONG AND INDEFINITE PERIODS PROHIBITED.

In connection with a number of cases that have recently come up to Government for decision, it is brought to notice that in certain localities an objectionable practice prevails of leasing lands belonging to Muzrai Institutions for indefinite periods, a course which is highly prejudicial to the interests of the institutions. This practice should be put a stop to at once and no leases should ordinarily be granted for more than five years at a time.

The Deputy Commissioners of Districts are requested to institute an enquiry into any indefinite leases that may now be current and take suitable action for renewing them for definite periods to the best advantage of the institution concerned.

G. O. No. 517-25—Muz. 115-16-8, dated 29th August 1917.

THE PUBLIC SERVICE.

The Mysore Civil Service.

REVISED RULES.

Government consider it expedient to reduce the period of probation and improve the system of training prescribed for Probationary Assistant Commissioners recruited to the Mysore Civil Service. They are accordingly pleased to direct the substitution of the following rules and instructions for Rules VIII and IX of the Civil Service Rules of 6th January 1913 :—

Rule VIII.—Persons admitted into the Mysore Civil Service by competition under Rule II (1) or nomination under Rule II (2) (b) will be under probation and training for a period of two years and will draw a pay of Rs. 200 per mensem during the period.

(a) During this period they shall pass :—

- (i) an examination in riding,
- (ii) departmental service examinations required according to the rules in force for the time being; and
- (iii) such of them as have not taken Kannada as their optional language in a University or other recognized public examination, an examination in that language according to the prescribed standard.

A Probationer failing to pass the above tests by the end of the two years of probation may be allowed a further year's grace. Failing to pass in the third year, his name will be removed from the list of Probationers.

(b) (i) During this period the Probationers will be trained in office work and other duties as far as may be practicable and will also receive a training in Treasury work, Revenue Survey and Elementary Engineering in the order and for the minimum periods specified below :—

| | | |
|--|-----|----------|
| (1) Training in the Taluk Office | ... | 6 months |
| (2) Survey Training | ... | 2 " |
| (3) Engineering Training | ... | 3 " |
| (4) Training in Treasury work | ... | 3 " |
| (5) Training in the District and Sub-Divn. Offices | 6 | " |

(ii) After the Probationers have passed the required Examinations and successfully undergone the prescribed training, they will, at the discretion of Government, be appointed to the several Departments of Government in accordance with the exigencies of service and individual aptitude and qualification, provided that Government may for

sufficient reason at any time transfer an officer from one Department to another.

- (iii) Probationers intended for employment in the Accounts Department will, after their period of probation, be attached to the Comptroller's Office, and trained in Civil and Public Works Accounts. In addition to practical training, they will be required to appear for and pass the Departmental Accounts Examinations which may be specified from time to time.
- (iv) Probationers intended for employment in the Survey Department will, in addition to the training as in (i) above, be trained in the work of the department and will be required to pass the departmental examinations in Survey work.

A Probationer who has not made adequate progress during his course of training will be liable to have his confirmation deferred or to be removed altogether from the service.

Rule IX.—On becoming fully qualified by passing all the prescribed examinations and going through the course of practical training with credit, Probationary Assistant Commissioners will be confirmed as Assistant Commissioners, V class, on Rs. 250 and afterwards rise according to the scale given below :—

| | |
|---|---|
| To Assistant Commissioner, 4th class, on Rs. 300. | After three years' approved service in the 5th class. |
| To Assistant Commissioner, 3rd class, on Rs. 350. | After three years' approved service in the 4th class. |
| To Assistant Commissioner, 2nd class, on Rs. 400. | After three years' approved service in the 3rd class. |
| To Assistant Commissioner, 1st class, on Rs. 450. | After three years' approved service in the 2nd class. |

The Government are also pleased to lay down the following supplemental instructions for the strict guidance of officers under whom Probationary Assistant Commissioners are placed for training in accordance with Rule VIII (b) *supra* :—

- (i) The heads of offices to which Probationers are attached for training should take work from them as working hands of the office, requiring them to attend the routine work of each important branch to start with and after they gain sufficient knowledge and experience of the work, to supervise sections and finally the whole office.
- (ii) They should certify at the end of each period of training that the Probationers have undergone the course satisfactorily and that they have acquired a sufficient knowledge of the work. The same rule applies to Treasury, Engineering and Survey training.
- (iii) A daily account of work done in the course of training should be maintained by every Probationer.
- (iv) No Probationer should, during his period of probation, be utilized for ordinary work of the regular staff except for the purpose of training, without the specific sanction of Government.

Government further direct that special confidential reports regarding the work of Probationary Assistant Commissioners already in service and those to be appointed in future, should be submitted half-yearly to Government in their own hand by the Deputy Commissioners of Districts, in which they are undergoing training. The reports should contain sufficient details about the training and the progress made, with the opinion of the Deputy Commissioner as regards the character and capacity of the Probationers concerned.

The above rules and instructions in regard to training will supersede Government Order, dated 22nd April 1915, and may be observed in the case also of the Probationary Assistant Commissioners already appointed so far as they are applicable to them.

G. O. No. G. 547-96—G. M. 327-16-9, dated 17th July 1917.

Leave to Officers.

PREVIOUS NOTICE REQUIRED.

Government are pleased to direct that in future all officers who may have to apply to Government for leave should give intimation in January and July of every year to the Secretary to Government in the Departments concerned, of their intention to go on leave exceeding six weeks during each half-year.

Intimation, six weeks in advance, is enough in the case of leave of shorter duration.

G. O. No. G. 2929-79—G. M. 264-17-1, dated 31st August 1917.

Public Servants.

RULES TO REGULATE ENQUIRIES INTO THE CONDUCT OF PUBLIC SERVANTS.

The following rules are prescribed in order to regulate enquiries into alleged misconduct on the part of public servants. They apply primarily to officers who cannot be removed without the sanction of Government but should be followed *mutatis mutandis* in the case of other Government servants also. In the latter case, reports should be submitted to the authority exercising powers of appointment and dismissal.

Preliminary Enquiry.

In case of alleged grave misconduct on the part of an officer in connection with his public duties, an informal and confidential enquiry should, in the first instance, be made by an official superior or by an officer specially deputed for the purpose by Government.

2. Such enquiry should not be undertaken under the orders of any authority lower in rank than a Head of a Department or Deputy Commissioner and its institution and result should invariably be reported to Government confidentially through the proper channel with a distinct recommendation as to the further action, if any, necessary.

3. No enquiry should be undertaken precipitately or on light and insufficient grounds.

4. If the preliminary investigation discloses misconduct of a grave character, Government will decide whether the matter should be dealt with departmentally or whether a prosecution should be instituted. When it is decided to prosecute the officer, he shall be placed under suspension.

5. A prosecution will not generally be instituted unless the misconduct established is such that it cannot be adequately dealt with departmentally.

Judicial Enquiry.

6. If the prosecution results in the conviction of the officer, departmental punishment will generally be awarded without further enquiry.

7. If the officer is acquitted, he will be entitled to reinstatement, provided the acquittal is *bona fide* on the merits of the case and not in consequence of a mere technicality, a legal flaw in the evidence, collusion with the witnesses or some similar circumstance.

Departmental Enquiry.

8. If a departmental enquiry is ordered, it will be held in *quasi* judicial form by an officer nominated for the purpose.

9. When the Government shall think fit to conduct the prosecution, they may nominate some person to conduct the same on their behalf.

10. The enquiring officer should cause the substance of the imputations to be drawn into distinct articles of charge and a copy of the same and the list of the documents by which each charge is to be sustained should be delivered to the accused officer, at least a week before the beginning of enquiry.

11. The oral and documentary evidence in support of the charges should be placed on record on a fixed date of hearing in the presence of the officer accused who may be given the right to cross-examine the witnesses, and thereafter the accused officer should be required to make his defence orally or in writing as he shall prefer. For this purpose, he shall be allowed access to the papers in the presence of the enquiring officer or an officer deputed by him for the purpose and may also be given copies at the discretion of such officer.

12. The evidence, oral and documentary, for the defence should be then received and the defence witnesses may, if necessary, be cross-examined by the prosecutor.

13. The enquiring officer should take notes in English of all

the oral evidence, which should be read aloud to each witness by whom the same was given and, if necessary, explained to him in the language in which it was given.

14. The enquiring officer is not bound by the technical rules of the Evidence Act, but the enquiry should be conducted on the universally recognized canons of fair dealing. All evidence which in the opinion of the enquiring officer conduces to moral conviction, should be admitted.

15. Witnesses should not be examined on oath. Advocates and Pleaders should not be allowed to appear without the previous permission of the officer holding the enquiry.

16. After the close of the enquiry, the enquiring officer should forthwith submit to Government through the proper channel a confidential report of the enquiry and send with the record thereof his finding upon each of the articles of charge separately, with such observations as he may think fit, on the whole case.

17. The Government on consideration of the report of the enquiring officer and remarks of the authorities, if any, through whom the report is submitted, may proceed to pass orders or direct further evidence to be taken or obtain further explanation from the officer whose conduct is in question. They may also order additional articles of charge to be framed, in which case the enquiry into the truth of such additional articles should be made in the same manner as with respect to the original charges.

Disposal of Cases without Enquiry.

18. The above rules do not apply to petty cases of disobedience, insubordination and the like, which are usually disposed of by correspondence. But the authority recommending punishment in such cases should take care to see that the officer concerned knows with what he is charged and that he has had an opportunity of explaining or denying the charges.

19. These rules do not apply also to officers who abscond with an accusation impending against them, and in respect of whose conduct therefore no enquiry is possible.

20. In the case of an officer on whose conduct strictures have been passed at a judicial trial, the necessity for a departmental enquiry will depend upon whether the imputation against him was directly in issue in the judicial proceedings and whether he had full opportunity of explaining his conduct.

G. O. No. 392-444—E. A. G., 157, dated 31st August 1917.

MISCELLANEOUS.

The Representative Assembly.

ELECTION RULES.

Agreeing with the Deputy Commissioners of Bangalore, Chitaldrug, Shimoga and Tumkur, Government direct, in modification of clause (b) of Rule 3 of the Rules published in Notification No. G. 10156—G. R. 33-14-1, dated 22nd March 1915, that owners of one more entire inam villages with a total annual beriz of Rs. 300 be eligible for election as members of the Representative Assembly. Government do not see sufficient grounds to approve of the other proposal, *viz.*, that an Inamdar may be deemed eligible for election even though he does not reside in the taluk or sub-taluk in which he holds his inam village or villages.

G. O. No. G. 1145-54—G. M. 402-15-11, dated 28th July 1917.

DISCUSSIONS AT MEETINGS.

With a view to ensure that every representation made at the sittings of the Representative Assembly receives adequate attention, heads of Departments and Deputy Commissioners are requested to take notes of the important points raised during such discussions and submit a copy of the same to Government, with a brief explanatory report showing the action taken or proposed to be taken in regard to each of the points, the officers held responsible for dealing with them, time fixed for completion, etc.

G. O. No. 1496-546—G. M. 555-16-1, dated 6th August 1917.

PART II.

Books, Pamphlets, etc., issued by Government Departments (Mysore).



Speeches.

Speeches by Sir M. Visvesvaraya, K.C.I.E., Dewan of Mysore.

The speeches and addresses of Sir M. Visvesvaraya at the Representative Assembly, the Legislative Council and the Economic Conference as well as on various public occasions have been compiled by direction of His Highness the Maharaja. They are primarily intended for reference as a record of public functions. But, as an exposition of the measures adopted, and the policy pursued, by Government in recent years, they may also be of use to the large and growing body of public men and Government officials who are working for the welfare of the country. (Price Rs. 3.)

Digest of cases.

*Consolidated Digest of cases decided by the Chief Court of Mysore
from 1878 to 1916.*

The object of this publication is explained at length in the letter of the Registrar of the Chief Court addressed to the Chief Judge which is prefaced to the book. A guide to the case law of Mysore has been a long felt want and the digest, with all its admitted imperfections, will be welcomed by the legal profession and Judicial Officers. The cases included in the digest have been taken from two series of Law Reports, *viz.*, the Mysore Law Reports, and the Mysore Chief Court Reports, the former commencing from 1878. (Price Rs. 10.)

Report.

Report on the Factories and Industries in Japan.
By Mr. G. Krishnamurthy Naidu.

The report contains a short descriptive account with illustrations of some Japanese manufactures, *e.g.*, match industry, pencil manufacture, paper manufacture, etc.

School of Agriculture, Hebbal.*Calendar for 1917-18.*

The Calendar gives an account of the object and history of the school, the school rules, hostel rules, courses of study, etc.

Department of Education.*Publications issued.*

1. Manual of Hygiene.
2. Amara.
3. S. S. L. C. English Poetical Selections.
4. Do Kannada do
5. Supplementary Kannada III Reader.
6. Balabhuvivarane.
7. Sanskrit Sabdavali.
8. Sarala Vyavasayapatha.
9. Pakasastra.
10. Sanskrit Balabodhini.

Publications of the Education Committee, Economic Conference.

ENGLISH SERIES.

No. 1 of 1917—Household Industries.

Publications of the Agricultural Committee.

KANNADA SERIES.

No. 1 of 1917-18—Pony Breeding in Mysore—By Mr. H. Krishna Rao.

No. 2 of 1917-18—Cocoanut Cultivation in Tumkur District—By Mr. B. Hanumantha Gowda.

URDU SERIES.

No. 3 of 1915-16—Hints on Mulberry Cultivation and Silk-worm rearing in Mysore - By Mr. M. H. Lakhmana Rao.

No. 4 of 1916-17—Sericulture in Japan - By Mr. N. Rama Rao

*PART III—Extracts.***AGRICULTURE.****AGRICULTURAL EDUCATION.****GOVERNMENT OF INDIA CIRCULAR TO LOCAL GOVERNMENTS.**

The following circular has been issued by the Secretary to the Government of India, Department of Revenue and Agriculture, to Local Governments :—

The Government of India, as you are no doubt aware, have for the past two years, been giving anxious consideration to the question whether it is not possible to develop that side of the process of improving agricultural conditions in the country which is dependent upon imparting vocational instruction to the youth of the country. The Governor-General-in-Council fully recognises that the first requisite for the development of improved methods of agriculture in the country is the establishment and multiplication of demonstration farms, the practical improvement of seed supply, marketing and so forth, but he is impressed by the fact that hitherto, apart from the establishment of agricultural colleges in most provinces, no attempt has been made, on the analogy of the procedure adopted in Western countries, to develop a method of direct tuition in agriculture to agriculturists of school-going age. Nevertheless, the importance of this aid to the development of the improved methods in agriculture cannot be overstated and His Excellency-in-Council has given anxious consideration to the question how best to develop this side of the process of improvement.

Pusa Conference.

A conference to consider this question was held at Pusa in February 1916; the conclusions provisionally arrived at by that conference were referred to local Governments for consideration with my letter No. 757-64-13, dated 25th August 1916; and these conclusions together with the replies of local Governments, were discussed and considered at a conference held in Simla on the 18th of June 1917.

I am directed to forward for your information copies of the proceedings of the latter conference and to offer the following observations upon the conclusions arrived at in the Resolutions recorded :—

It should be understood that, in so far as the proposals recommended below will involve considerable expenditure, their general

adoption will have to be postponed until the present restrictions on such expenditure are relaxed. Moreover, as this expenditure involved will fall primarily on provincial funds, it will in any case be necessary to regulate the rate of advance according to the state of provincial finances. But the consideration of these problems at the present time, and the formulation of a definite policy will pave the way for more rapid progress as soon as financial circumstances permit.

2. As pointed out by the Hon'ble Sir Claude Hill in his opening remarks at the Simla Conference "in a subject such as agricultural education where each item depends upon the last, and where it is so easy to argue in a circle, it is extraordinarily difficult to get a starting point for discussion." It was therefore necessary to start with an important assumption. In order to bring into proper relief what seems to me to be our objective in the educational sphere, I would ask you to consider whether it is an exaggerated hope to look forward to a time when every district in the more advanced provinces will have at least one agricultural high school more or less on the American plan and several vernacular or middle agricultural schools on the Japanese or Bombay model. If this is not too extravagant a hope, then we have to pave the way for the preparation and turning out of a very considerable number of trained teachers for these institutions, and the point I want particularly to emphasise is that our training and turning out of these teachers should precede the inauguration of these schools.

Necessity for Tuition.

3. The policy recommended by the conference in regard to the establishment of high and middle agricultural schools was embodied in the following resolutions:—

Resolution 5.—"The Conference is of the opinion that it should be laid down as a goal that every rural district should have one or more agricultural middle schools usually situated near the experimental or demonstration farms.

"It is divided on the question whether the establishment of agricultural high schools is in the same sense desirable since it is arguable that the boy who is going on for a university course, even in agricultural, will be better qualified by going, as far as the Matriculation, through the ordinary high school of the education department. It is not considered desirable to pronounce definitely until experience has been gained of the results of establishing agricultural middle schools.

"Mr. Wood, wishes to qualify acceptance so far as regards Madras by expressing his view that for that province concentration on demonstration was more desirable than the establishment of schools."

Resolution 6.—"That having regard to the diversity in the type of schools which have been evolved under the education departments of different provinces, it is not possible to discuss profitably the precise type of schools required to meet the needs indicated in Resolution 5; but that having regard to the desirability of securing that early attention be attracted to this subject, the conference recom-

mends that the Agricultural Adviser should prepare for the information of the local Governments a memorandum showing what has already been done or attempted in India on these lines."

The Conference, however, desires to emphasise the importance of practical work in any school which teaches agriculture and of having a plot of land, if not a demonstration or experimental farm, attached to the school.

4. In regard to Mr. Wood's note of dissent, the importance of demonstration has been recognised in the opening paragraph of this letter, but, as there pointed out, the Government of India consider that some advance is desirable in the direction of direct tuition, and they desire strongly to endorse the resolutions quoted above, so far as the establishment of agricultural middle schools is concerned, though it must be recognised that their immediate application may not everywhere be practicable. The Government of India are of opinion that the foundation of such schools is an essential step towards the more general diffusion of agricultural knowledge amongst the agricultural classes, which should have the effect not only of raising the standard of agriculture and therefore the standard of living throughout the country but also of widening the range from which material for higher agricultural training can be selected. Another indirect benefit which may be expected to result from fostering an interest in practical subjects will be a lessening of the preponderant trend of education towards clerical and legal pursuits and the securing of that diversity of experience which is India's greatest economic need.

Agricultural Middle Schools.

I am to commend this question to the earnest consideration of local Governments, and to express a hope that the Provincial, Agricultural and Educational Departments will find it possible to co-operate in founding a system of agricultural middle schools. When schools of this class have been firmly established, the transition to agricultural high schools will possibly not present serious difficulties, but the Government of India agree with the conclusion of the Conference that, for the present, efforts can most profitably be concentrated on agricultural middle schools.

5. As pointed out in Resolution 6, the types of ordinary schools vary from province to province, and the Government of India do not desire to prescribe any precise model for agricultural middle schools. They would prefer to leave this question to the decision of local Governments who will be guided by a consideration of provincial conditions. To assist them in evolving the scheme most suitable to provincial needs, I am to forward a memorandum compiled by the Agricultural Adviser to the Government of India which describes the existing practices in the various provinces. It is hoped that the information contained in this memorandum will enable local Governments to decide on the type of middle school which would best fit in with the existing scheme of education and agriculture in the province. The Board of Agriculture, which is to meet at Poona in December

next, will be asked to take up the question of framing a model syllabus for agricultural middle schools, and its recommendations will be forwarded to local Governments in due course.

The Problem of Teachers.

6. The first four resolutions passed by the Conference give expression to its views in regard to the methods which would be adopted to provide teachers for agricultural schools. Resolution 1 emphasises the desirability of laying down the general principle that a method for providing trained teachers in agriculture should be elaborated in each province to meet the requirements of the particular agricultural school system that the province may decide to adopt. In Resolution 2, the Conference dealt with the question whether the agricultural colleges can provide suitable teachers for agricultural schools. As sufficient experience has not yet been obtained of the working of the Combatores system which was commended for adoption by other provinces by the Board of Agriculture held at Combatores in December 1913, the Conference came to the conclusion that the question whether a two years' course can be combined with a four years' course at agricultural colleges should be left to Local Governments to work out in the light of further experience, and that uniformity in this matter is not essential. It was, however, considered that the full college course of four years should provide suitable teachers, if required, for high schools. In the case of teachers for middle schools, the Conference thought that it might be necessary in some cases to modify the existing two years' course in agricultural colleges with a view to secure a better education in science; and that this course should be supplemented by a training in the theory and practice of teaching. A question which needs consideration in this connection is whether, and if so, to what extent the establishment of agricultural schools will necessitate a modification in the curriculum of the agricultural colleges. It would obviously be an advantage and would save an undue multiplication of courses if any changes that might be found necessary in the curriculum could be made without seriously affecting the objects with which the course has been sub-divided. In order to provide competent teachers, arrangements will also have to be made for a course in the practical training of teachers. This point is emphasised in Resolution 3.

7. Resolution 4 indicates the arrangements which in the opinion of the Conference should be made for this training. In deference to the views expressed by the heads of agricultural colleges present, the Conference considered it undesirable to attach schools for the training of teachers to these colleges. The various practical difficulties in the way of this proposal were recognised by the Conference and the view ultimately adopted was based to a large extent on the experience obtained in Bombay. It was agreed that the first step should be to start a school with one or two selected teachers who had been carefully trained, and who would at the outset, continue to work in the closest touch with the officers of the agricultural college. When the first school of the new type had become established it would serve as a training

school for other teachers and its staff would be strengthened by the appointment of a teacher in pedagogy. An arrangement of this kind would meet the needs of the immediate future and it would be possible to start a few schools with the teachers trained at the pioneer school. But as the number of agricultural schools increases, it will probably be desirable to establish a special training institution for teachers in agriculture which would remain attached to an ordinary agricultural school. This latter would provide the material for practice in the theory of teaching. The Government of India are not convinced of the impossibility of attaching training schools to colleges, and they consider that Local Governments should not be deterred by the conclusion of the conference from trying an experiment in this direction in connection with any agricultural college where conditions appear to be favourable. In any case, the Government of India desire to emphasise the importance of the question of training teachers, and they trust that Local Governments will find it possible to initiate and develop a scheme on the lines suggested by the Conference.

Agricultural Colleges.

8. At the conference held at Pusa in February 1916, a resolution was passed to the effect that it was desirable that Upper India should have one college at which the education should not be restricted to the training of men for departmental requirements, but at which a liberal and scientific education should be given which should be as complete as possible.

There are clear indications that the conditions which led to the adoption of this resolution are rapidly changing and that it will soon be possible to provide a complete and liberal scientific education at most if not at all of the agricultural colleges of India. In these circumstances, and in view of the wider scope for the activities of the colleges which the training of teachers for agricultural schools will create, the Simla Conference was of opinion that this resolution should be modified. It considered that it should be left to Local Governments to work out their collegiate courses with reference to local conditions. It also recommended that each of the principal provinces of India should have its own agricultural college so soon as the agricultural development of the province justified that step. The Government of India accept the view of the conference on all these points and they hope that the near future will see a considerable development in the numbers and the raising of the standards of agricultural colleges.

9. In Resolution 8 the conference dealt with the question of the affiliation of agricultural colleges to Universities. Whilst the resolution as adopted leaves this question to the decision of the Local Governments with reference to local conditions, it will be seen from the discussion that there was a considerable body of opinion in favour of the principle of affiliation and the opposition to its general adoption was based not so much on points of principle as on the ground, that affiliation is not suitable for all colleges in the local conditions exist-

ing at the present time. The substantive motion proposed by Dr. Mann suggested that in so far as colleges are intended to give the highest agricultural training possible, they should be affiliated to a University and that there was opening for a college of this type in most provinces. In so far, however, as they are intended to serve purely or principally departmental interests, there is not the same need for affiliation. But it was also suggested that the same college could easily serve both purposes and that, in these circumstances, it would be an advantage if a college, for whatever purpose it was primarily intended, were affiliated to a University. The amendment to this proposal, which was accepted by the majority of the conference did not reject the principle of affiliation but left its application to the discretion of Local Governments in accordance with local conditions.

The question of affiliation no doubt presents some difficulties. The Government of India recognise that it will be long before affiliating Universities can be dispensed with in India, but the accepted policy at the present time tends rather to the restriction than the expansion of the system of affiliating individual institutions to distant University centres. In these circumstances, though the Government of India are in entire sympathy with the objects which the conference have in view, they think that the question of affiliating the agricultural colleges to local universities needs careful consideration. So long as these colleges were concerned mainly or entirely with the provision of candidates for the Agricultural Department, the need for affiliation was not pressing. But the wider diffusion of interest in agricultural matters which is bound to follow the expansion of agricultural education in the schools, is equally certain to result in an ever increasing demand for education of a university standard with an agricultural colouring and it may be hoped that many who at present look to literary and legal studies as a means to a career, will welcome facilities for a university course in the science of agriculture. The Agricultural Department will then have a much wider range from which to select men to fill vacancies in its ranks, a large number of graduates will be absorbed as teachers in the agricultural schools which it is proposed to develop while it is not unreasonable to anticipate that the large Zamindars and land-owners will in time realize the advantages of giving their sons an agricultural instead of a purely literary education. The question for consideration is by what system these objects may best be obtained, and to this the Government of India would invite the earnest attention of Local Governments.

10. In Resolution 9 the Conference emphasised the principle that the agricultural middle schools contemplated in Resolutions 5 and 6 should aim at training boys who will return to the land, and that this must be regarded as the primary object for which they are intended. In some cases, however, it may be possible for these schools to furnish suitable recruits for subordinate posts in the Agricultural Department.

Text-books and Curricula.

11. In the discussion of the 9th item of reference, *viz.*, whether the text-books of primary schools should be adapted to the agricul-

tural environment of the pupils, the Conference availed itself of the opportunity to discuss the general question of primary agricultural education, and its Resolution 10 contained a number of recommendations aimed at adapting primary education in rural areas more closely to rural needs. To carry out these recommendations, it will be necessary in the first place, to improve the training of primary school teachers, and this will probably be a matter of some difficulty; but the Government of India consider that the questions raised in this resolution are of far reaching importance and they commend them to the careful attention of Local Governments.

12. Resolution 11 referred to the importance of demonstration as a means of educating the illiterate classes. This question has been dealt with above, and its importance was impressed on Local Governments in my letter No. 919, dated the 10th October, 1916. The subject of the best means of bringing improved methods of agriculture to the notice of cultivators will again be discussed at the next meeting of the Board of Agriculture, and the Government of India therefore proposes to defer further comment on this question until they receive the results of that discussion.

Conclusion.

13. In conclusion, I am to commend the whole subject of agricultural education as herein dealt with to your Government's very earnest attention. It is impossible at the present juncture, to overstate the vast and far-reaching importance of doing all that is possible to secure the development, as rapidly as possible, of improvements in agriculture, and in the economic condition of the agriculturists of India. The Indian Government have already done much in this direction by the establishment of demonstration farms, by improvements in seed supply and by the introduction of better crop varieties. But it is only by raising the educational standard of the cultivators, and in particular, by affording facilities for increased vocational instruction, that it will be possible effectively to build up that economic improvement which will permanently raise the condition of the people of India to a higher level. The Governor-General-in-Council is confident that Local Governments will view the matter from a broad standpoint and that a consistent policy, based on the lines laid down by the Conference, with such adaptations as local conditions may demand, will be formulated and steadily pursued.

CO-OPERATIVE SOCIETIES.

HONORARY ASSISTANT REGISTRARS.

GOVERNMENT ORDER SANCTIONING THE APPOINTMENT OF NON-OFFICIAL GENTLEMEN.

[Madras.]

The Government propose to appoint a limited number of non-official gentlemen as Honorary Assistant Registrars of Co-operative Societies, as an experimental measure. Gentlemen accepting such appointment will be required, before they are given powers as Assistant Registrars, to undergo a course of preliminary training in co-operative work in the office of an Assistant Registrar or the Registrar for a month or six weeks and to accompany an Assistant Registrar on tour for three or four months doing such work as may be assigned to them by the Registrar or Assistant Registrar. The exact period of the probation will be left to the discretion of the Registrar in each case. The Registrar should submit proposals in sufficient time before the close of the probationary period in each case, defining the duties to be discharged by each Honorary Assistant Registrar and the jurisdiction to be assigned to him.

The Government do not at present propose to sanction the grant of any travelling expenses to the probationers nor do they propose to sanction any establishment for Honorary Assistant Registrars.

SYSTEM OF CURRENT ACCOUNTS.

GOVERNMENT ORDER, LIMITING MAXIMUM AMOUNT AND RATE OF INTEREST.

[Madras.]

In their recommendation No. 128, the Committee on Co-operation in India deprecated the opening of current accounts by central banks except in places where banking facilities did not exist and suggested that a low rate of interest, not exceeding 2 per cent, should be paid on such accounts, and that the whole amount so held should be covered by cash or Government paper, irrespective of fluid resources kept to cover other liabilities. In regard to savings accounts, the Committee expressed the opinion that 75 per cent of the amount so held should be covered by cash or liquid investments, that the maximum accepted on one account should be small, that notice of withdrawal should be required and that they should not be allowed to become current accounts.

In the case of primary societies the Committee's recommendations are:—

- (1) that current accounts and deposits at call should be prohibited, and

- (2) that short term deposits, if made in the form of savings deposits, ought to be encouraged when small sums within strictly marked limits are taken and dealt with on lines similar to those of post office savings banks.

The Committee have also expressed the opinion that the rate of interest on such deposits might be left to local decision, subject to the control of the Registrar.

The Government observe that there is a want of uniformity both among central banks and with primary societies in respect of the terms and conditions relating to savings deposits and that in some cases the savings deposits are virtually withdrawable at call.

It is essential that the rules regulating savings bank account shall be so drawn as to guard against their becoming a danger to the stability of the bank. Savings accounts should ordinarily be for such limited amounts that their sudden withdrawal cannot seriously dislocate the business of a bank, while the rate of interest should be sufficiently low to attract only those who really need such a means of savings. These safeguards appear to have been in some cases lost sight of; under existing rules the maximum amount that may be deposited by a single depositor in such an account is, in some cases, as high as Rs. 50,000, while the whole sum can be withdrawn at short notice or without notice and, in some cases, the rate of interest allowed is as high as $4\frac{1}{2}$ and 5 per cent per annum.

The Government consider that in future the terms on which savings bank deposits are accepted by the Madras Central Urban Bank should be adopted by all central banks, *viz.*, that the maximum amount that can be received in any one year from an individual be fixed at Rs. 1,000 and that the amount to the credit of an account at any time should not exceed Rs. 2,000.

The Government also consider that the rate of interest allowed on savings deposits should not exceed $3\frac{1}{2}$ per cent per annum the interest being calculated monthly on the lowest credit balance on any date of each month. Central banks should be required to hold 75 per cent of the sums accepted in savings bank account either in cash or Government paper. These orders shall come into force at once in regard to all new savings bank accounts. As regards existing savings accounts, notice should be given to the depositors that the orders will be applicable from the first of the following month.

As regards current accounts in central banks, the Government direct that the maximum rate of interest be fixed at $2\frac{1}{2}$ per cent per annum and that 75 per cent of the total amount on such accounts be held in cash or in Government paper, subject to the discretion allowed to the Registrar to sanction the reduction of the proportion of 75 per cent in suitable cases.

As regards primary societies, the same safeguards should be imposed on them as in the case of central banks, both in respect to current accounts and to savings bank accounts.

EDUCATION.

FEMALE EDUCATION.

GOVERNMENT RESOLUTION REVIEWING EXISTING POSITION AND DIFFICULTIES.

[United Provinces.]

Among the many problems of social progress in India, none is more delicate than the education of women. Its complexity arises from the custom of seclusion, and from the high form of courage required if leaders of Indian opinion are to bring their own practice and example up to the level of their ideals and professions. Recognising its inherent difficulties, the Government of this province has endeavoured to deal with the question on lines which would support any spontaneous movement of advance, without risking the offence to popular susceptibilities which a misjudged initiative in this matter is particularly liable to cause. The result has been much anxiety, little progress, and grave disappointment. The chief stepping-stones of recent years may briefly be enumerated. As far back as 1904, a Committee of Indian gentlemen was appointed to advise as to the policy to be pursued: it recommended a series of measures and the more important of these were subsequently introduced. Nine years later the whole subject was exhaustively reviewed by the Piggott Committee. The report of this Committee was published in September, 1913; its conclusions and suggestions were thoroughly ventilated in the English and Vernacular Press; and a year later the Government, after a thorough examination of all the available material, formulated its orders in the resolutions issued on the 25th August, 1914. In the interval that has since elapsed the measures of reform outlined in these resolutions have been steadily carried out. (1) The staff of Government model schools has been enlarged, and the rates of salaries have been improved; (2) the inspecting staff has been strengthened, and the pay of Circle Inspectresses and their status enhanced; and (3) every effort has been made to increase the supply of teachers. The establishment of the new normal school at Bareilly has had to be postponed owing to the war, but the ground is being prepared by the appointment of an assistant to the Circle Inspectress and the creation of a number of stipends for girls under training. A scheme for the award of special scholarships has also been sanctioned; training classes are already attached to the model schools wherever practicable; and their number is being increased as fast as trained instructresses become available. There are in addition training classes at six mission institutions which have been for years in receipt of assistance from provincial revenues, and last year a large grant was sanctioned for a

class at the only non-mission institution which has been in a position to take up the work of training teachers. The Government has further offered to assist in the maintenance of homes for Hindu widows or Muhammadan ladies desirous of becoming teachers, but hitherto no advantage has been taken of its offer. (4) The curriculum is being revised; (5) funds have been set aside and are being gradually distributed for the development of board schools and (6) grants to secondary schools have been largely increased.

The results of all these efforts have been disappointing. On paper it is true the progress achieved has been not inconsiderable. The number of Hindu and Muhammadan girls* under instruction has risen from 27,187 in 1906 to 58,275 in 1916. Analysis, however, reveals that the advance has been almost entirely in the infant or lower primary classes. In the upper primary classes there has been an increase of only 1,300 girls and in the middle vernacular classes of only about 200. In the High and Middle Anglo-Vernacular classes the number of girl-students is less than 100 all told. Secondary education is almost, and collegiate education entirely, non-existent; whilst in the primary schools only a handful of girls are receiving anything in the nature of a real education; for the small children who wander in and out of the infant classes carry away nothing of any value whatever.

The deplorable backwardness which these figures reveal has been attributed by some critics to defects in the administrative machinery. The main charges usually advanced are of excessive control, unsuitability of curricula, and lack of adequate financial support. The Lieutenant-Governor does not propose to discuss the first two of these complaints at any length though, if necessary, it could be shown in detail what little foundation they have. The administration of elementary education rests—and must always rest—with the local bodies whose energy and enthusiasm it is essential to enlist. But there is no warrant either in the practice of modern States, or in the experience of these provinces for the view that in the sphere of primary education central guidance and control can safely be dispensed with. It is indeed arguable in the light of the statistics above given that hitherto there has been too little control, and that more stringent regulations enforcing concentration of resources now largely dissipated to no purpose would have produced better results. The so-called secondary schools have enjoyed even a freer hand. There is no interference in the matter of fees, hours of study, the entertainment of teachers, or the size of classes. The curriculum for primary schools was carefully and minutely examined by a sub-committee of the Piggott Committee, two-thirds of the number of which were non-officials intimately acquainted with the education of girls. It was found in general to be suitable enough, and the modifications suggested were for the most part accepted by the Government, and are in process of being carried out. The curriculum in secondary schools was examined last year by the Board of Education; and will be revised

* The needs of Indian Christian girls are adequately met by numerous well-equipped missionary institutions.

as proposed by that body. The question has hitherto been largely academic; and any shortcomings in the existing courses have manifestly been of negligible consequence in the development of female education. The Government will always be ready to accept any responsible suggestions for adapting the school courses to the practical needs of the life of the ordinary Indian lady. But it cannot adopt the view, which seems to be unconsciously held by many of its critics, that domestic economy should override all other subjects. To convert a girl into a good cook or sempstress is not the first object of a school education, which aims at opening the mind and enriching the intellect. If purely vocational teaching is wanted, special institutions for the purpose would seem to be the requirement.

Equally devoid of substance is the charge of inadequate financial contributions. Money has not been spared on the Government's own model schools, which are now as well staffed and equipped as it is possible to make them in existing conditions: the secondary schools are all in receipt of grants equalling or exceeding half the cost; and the total public expenditure has trebled within the last ten years. Excluding charges for inspection and grants-in-aid to the mission schools for Indian Christian girls, the annual expenditure by Government and the Boards is over 2½ lakhs greater than in 1906. Yet for this we have secured an increase of less than 2,000 in the number of girls receiving anything in the nature of a real education. It is true that the salaries in board schools and the grants-in-aid paid by these bodies are, abstractly considered, inadequate; but the difficulty here is not really one of finance. The resources of the boards are in general ample for the maintenance of the few schools for which there is any real demand; and, as repeatedly pointed out, the wisest course would be to devote to such schools funds now wasted on the up-keep of schools which serve no useful purpose whatever. Moreover, even if the demand for education were far greater than it actually is, it would be impossible for the boards to find competent teachers for the majority of their schools—it is with difficulty that such can be found for the Government's own model schools—and clearly until competent (not necessarily trained) teachers can be secured, any wholesale increase in salaries or grants would be the sheerest waste of public money. It is for these reasons that the Government has decided that in future all grants to boards from provincial revenues shall be definitely ear-marked for particular schools which after examination by the Education Department are found to be worth assisting. A beginning has been made with the distribution of such special grants, and further grants will be made from time to time, and as occasion offers. The process of re-staffing the board schools must, however, be a lengthy one: the demand for real primary education is insignificant; and there are no prospects of any rapid increase in the supply of teachers. Meanwhile, one of the most deplorable features of female education has to be eliminated, namely, the unwillingness of so many parents to pay for it. Parents, especially of the wealthier classes, cannot seriously assent to the teaching of their girls being a work of public charity; and yet, as every manager of a female school knows, it is often most

difficult to realize even the lowest scale of fees, or even to get payment for the carriages in which *purdah* girls are brought from their houses to school and back. Nothing but the reprobation of a healthy popular opinion will eradicate this peculiar form of meanness.

The backwardness of female education cannot thus be traced in any serious degree to defects or shortcomings in organization, methods of teaching, or financial arrangements. Whatever these may be—and it is not claimed that none such exist—it is not in this direction that the true explanation is to be sought. The real obstacles are to be found in the attitude of the people; in the apathy and indifference of the vast majority of the parents; in their unwillingness to allow their daughters to remain sufficiently long in school to enable them to derive any benefit therefrom, and in their strong aversion from the adoption by their daughters of the teaching profession. The existence of these obstacles is of course nowhere denied; they were fully recognized by the late Mr. Karamat Hussain's Committee, and verbally at last by some of the speakers at the Allahabad Conference. There is, however, a constant and not unnatural tendency on the part of many publicists to minimise their importance, and to attribute in the main to the lack of support or other shortcomings on the part of the Government a condition of affairs which they feel to be discreditable to the community. As pointed out three years ago, the position is also obscured by the largely artificial nature of the discussions upon it. The appearance of a popular demand is created by the theoretical enthusiasm of many speakers and writers, who support the education of women as an abstract proposition. Unfortunately, the influence of these persons is not in proportion to their enthusiasm, and even the enthusiasm too often evaporates in words. Of this the Allahabad Conference itself is a particularly distressing example. It met in the Allahabad University buildings on the 4th December, 1915; it was attended by all the most prominent educationalists in the province; and it passed a series of resolutions which were quite as definitely an appeal to all who are interested in female education as they were a challenge to the Government. The necessity for active propaganda and the establishment of private agencies was urged with convincing eloquence; and yet, so far as is known, no active steps whatever have been taken by private enthusiasts to carry out the programme which was to have been the outcome of the discussion. When so meagre is the result of a concerted effort to arouse the practical interest of the educated community, it is hopeless to expect any rapid and widespread development of a movement which in so many ways runs counter to the social habits and susceptibilities of the masses.

There is no desire in this diagnosis to evade the Government's own responsibilities in the matter. The greater the obstacles arising out of the attitude of the people, the more incumbent it is on Government to see that on its side nothing is left undone which may help to quicken the rate of advance. As regards vernacular education, the measures already taken, or in process of being carried out, have been described above; and to these may be added a hostel for Hindu widows, which it has now been decided to establish if practicable at

Government expense. The Lieutenant-Governor is unable to see in what other directions or on what other lines development can be promoted. It would be easy, no doubt, to cover the province with schools in which little girls would amuse themselves in the preparatory classes, and from which they would drift away gradually during the lower primary stage. The statistical results would be impressive, but the educational effect would be *nil*, and public money would be indefensibly wasted. Our problem is not to add to the number of schools, as is so constantly and so unthinkingly urged, but to find decently competent teachers for the existing schools, and to fill these with girls who will stay on long enough to derive any benefit, and wherever these conditions are fulfilled or capable of being fulfilled, the Government is prepared to assist liberally. The case is otherwise as regards Anglo-Vernacular schools. Anglo-Vernacular education has hitherto been left exclusively to aided schools. The theory has been that in this field it is better that the Government should confine itself to assisting the efforts of private persons and bodies, who might be expected to have a better appreciation of the needs of their countrywomen and of the best methods of meeting them. *Prima facie* there is much to be said for this view; in practice, however, the results have been extremely poor. This has not been for lack of financial support from the Government; the assistance given has always been liberal; as above noted, the grants have been considerably increased; and in every case the Government is now bearing at least half and even more than half the tuitional expenditure. Nevertheless, though in a very few schools, which have enjoyed the services of a few devoted teachers, a moderate measure of success has been attained, as a whole these institutions languish; in the higher sections or even in the total attendance there has been hardly any real progress during the last five years. In these circumstances, the Lieutenant-Governor has decided on a new departure, *viz.*, the establishment at Lucknow of a high-class Anglo-Vernacular day and boarding school to be maintained and managed by the Government. The objections to this course are fully recognized; it has not been without hesitation that His Honour has sanctioned this deviation from the policy of the past. The up-keep of the school will be very costly, and the whole expenditure will fall on the Government. The conditions of these provinces are, however, peculiar; such little real demand for female education as exists is to be found among the educated middle and professional classes of the larger towns; and these classes desire for their children an English education which the aided schools have hitherto not adequately supplied. A school under Government management, and with all the resources of the State behind it, may fare better; and, if so, the ultimate results may more than repay the heavy initial expenditure. A single really successful school may conceivably initiate a rapid growth in the demand for secondary education; and a large extension of secondary education may in its turn have important reactions on the popularity of vernacular instruction. As observed by the Committee of 1904, "new ideas filtrate down from the upper strata of society into the lower, and nowhere is this lead of the upper classes

more eagerly and almost blindly followed by the masses than in India." The school will undoubtedly be an experiment; but it will be an experiment in a direction not hitherto explored. The Lieutenant-Governor trusts that the co-operation of the educated classes, which alone can make it a success, will not be lacking. But, should it fail to realize anticipations, it will have served at least one purpose: it will have supplied a test and a measure of the extent and the sincerity of the demand for female education.

Enough has been said in this resolution to make it clear why the Lieutenant-Governor has had to abandon the hope that the function of Government would be to follow, support, and encourage the movements of private individuals or associations towards establishing female schools. It will manifestly be necessary for the Government to take the initiative and to risk the probable mistakes. A more active programme of governmental institutions will, therefore, be developed and introduced as funds permit. Local bodies will be urged to enlarge the field of primary instruction. The number of our model schools will be increased wherever prospects of success are visible. And if the new high school at Lucknow attracts a sufficient number of suitable pupils, it will be duplicated elsewhere. To say more at present is inadvisable, in view of the inevitable financial stringency. This review of the position is published by way of a fresh appeal for co-operation in a more militant campaign. The present state of affairs is not creditable to this province, and cannot be a pleasant spectacle to those who genuinely believe that the advancement of India can only be one-sided and imperfect while the vast mass of her women remain in removable ignorance.

HOSTELS.

ENCOURAGEMENT OF AIDED INSTITUTIONS.

Orders by the Government of Madras.

[Madras.]

With a view to enable the managers of aided institutions to open hostels in rented buildings for the benefit of their pupils in advance of permanent arrangements, the Director of Public Instruction has suggested that aid should be given from Provincial funds towards the rent of the buildings taken up for use as hostels, provided satisfactory arrangements are made by the management for the supervision of the students residing therein. The Government are pleased to accept the proposal and accordingly authorize the Director to pay in such cases a grant not exceeding one-half of the net expenditure incurred by the management from its own funds on the rent of the hostel building

after deducting the amount payable by the students residing in the hostel. The rate of rent which should be assumed as having been paid by each student for the purpose of the grant will be fixed by the Government on the recommendation of the Director. Applications for grants in excess of the limit prescribed above should be submitted for the orders of Government.

EXCISE.

EXCISE ADVISORY COMMITTEES.

CORRESPONDENCE BETWEEN LOCAL GOVERNMENTS AND THE GOVERNMENT OF INDIA.

Reports from the different Local Governments and Administrations, on the subject of the extension of the system of Excise Advisory Committees and Licensing Boards, have been published for general information in the supplement to the *Gazette of India*, dated the 29th September 1917. The following are extracts :—

[Punjab.]

The appointment of Excise Advisory Committees was left to the discretion of the Local Government, and in exercise of this discretion, and in view of the meagre assistance rendered by those committees to the Excise Administration, His Honour has definitely decided to consult public opinion in excise matters by utilizing the services of district, local and municipal bodies. The accompanying copy of a circular which has been issued by the Financial Commissioner, Punjab, with approval of this Government, gives details of the various questions that are referred to local bodies for opinion, and this, the Lieutenant-Governor considers, provides sufficient scope for the ventilation of public opinion. The system, as a matter of fact, is appreciated by the public and is working smoothly and successfully.

Circular issued by the Financial Commissioner, Punjab.

The Financial Commissioner desires to call the attention of all officers concerned with the administration of the Excise Department to the rules published in Punjab Government Notification No. 93, dated 15th January 1915 (as amended by Notification No. 1053, dated 17th September 1915) which have been framed with the object of giving effect to the statutory obligation imposed by section 35 (2) of the Excise Act, the obligation to ascertain local public opinion before granting a license for a new retail shop. The amendment in the rules which has now been introduced consists in the substitution of Municipal Committees and District Boards for special Excise Advisory Committees, as the bodies to be consulted for the purpose of giving effect to the policy under consideration. This substitution has been approved in the orders contained in paragraph 6 of the Secretary of State's despatch No. 77, dated 29th May 1914.

2. But while it is advisable to limit the scope of rules having the force of law to the subject matter of the statutory provision under

which the rules are framed, *i.e.*, in the present case to the ascertainment of local public opinion before opening a shop which is (a) for the retail consumption of liquor, and (b) established on premises not previously licensed, it is no less desirable, as a matter of executive policy rather than of statutory obligation, to give to boards and committees an opportunity of expressing their views in regard to other questions of excise administration especially when *changes* in arrangements are proposed to be brought into operation. Accordingly not later than the 31st October in each year the Collector shall refer to the local bodies concerned, *i.e.*, in municipal areas, the committee of the municipality or notified area, in rural areas, the district board, any *changes* which he proposes to make in the excise administration of the district during the year beginning with the 1st April following, under following heads to which the rules in Punjab Government Notification No. 93, dated 15th January 1915, do not apply :—

1. Hours of sale.
2. Grant of new licenses, other than licenses for the consumption of liquor.
3. Grant of special licenses for fairs.
4. Situation of shops.
5. Proposed reduction of licenses.
6. Regulation of amenities offered and methods of conducting shops.
7. Methods of maintaining order and decency in shops.
8. Conditions of licenses in general including restriction of sale on the premises.

In making such reference the Collector should intimate that he will be prepared to consider, not only representations in regard to the proposed changes, but also any representations connected with matters falling under the foregoing heads which the board or committee concerned may desire to put forward, even though no change in respect of such matters has been notified as in contemplation.

3. The Collector should consider any representations on the above points which reach him from the local bodies before December 15th, whether they deal with his proposals or embody proposals initiated by the local bodies.

4. Not later than a fortnight before the date fixed for the auction of licenses for the coming year the Collector should record an order dealing with all such representations received from local bodies in which he shall state to what extent he has been able to give effect to them. Copies of this order should be sent to the Commissioner and to the local bodies concerned. A copy should also be submitted with the annual excise report of the district.

[Bombay.]

As regards the constitution of the Committees, those for Bombay City consist of the Collector, the Commissioner of Police, the Municipal Commissioner and two members of the Corporation selected by the elected members from amongst themselves for each ward in the City.

In the Municipalities other than Bombay the Committees generally include the Collector, the Superintendent of Police, the City Magistrate and two or three representatives nominated by the Municipality. In rural areas, the Collector, the Assistant or the Deputy Collector in charge of the taluka, the Superintendent of Police, the Mamlatdar and three members representing the taluka local board and each municipality within the taluka which has not an Advisory Committee of its own, form the committee. There is thus ample provision for ascertaining the views of the non-official community, while the official members are drawn from different branches of the Government service, the work of none of which would be assisted by the grant of unnecessary facilities for drinking. Neither the Collector nor any official member of the committee has any interest in the revenue derived from drink. The question of giving a non-official majority upon the Committees has come up for consideration on several occasions. It was last discussed at the meeting of the Legislative Council held in March 1916 in connection with a Resolution moved on the subject. For the reasons given in the speech of the Honourable Mr. Carmichael, Government were not in favour of having a majority of non-officials and they see no reason to alter that opinion.

It is a standing order that the Committees should be consulted on the question of the opening of liquor shops. Any case in which the Commissioner of Excise is unable to approve of the recommendations of a committee is submitted to Government for orders. There is therefore no fear of the views of the Committees being set aside without consideration, nor has there been an instance of this being done.

Advisory Committees have been appointed for the larger municipal towns, *i.e.*, for those with a population of 20,000 and over. The system has also been extended to the municipal town of Ratnagiri (population 15,855) and to those rural areas which have a high incidence of consumption and an average of more than one country spirit shop per 6,000 of the population. The rural Committees have been so constituted as to give representation upon them to the smaller municipalities included in their area which have no separate Committees of their own. This Government has accepted a Resolution moved at the March meeting of the Legislative Council recommending a further extension of the Committee system and a report on the subject has been called for. As will be seen from paragraph 221 of Volume I of the Bombay Excise Manual provision already exists for consulting public opinion in the matter of the opening of liquor shops in areas where there are no Committees.

The question of the conversion of Excise Committees into Licensing Boards on the model of those in Calcutta was fully considered, but the Governor-in-Council saw no reason to try the experiment. It was also discussed at the meeting of the Legislative Council held in March 1917. The change could affect only Bombay City where the present system works smoothly. In the opinion of the Government of Bombay it is not advisable to divest Government of their responsibility in the matter of the licensing of shops, a point intimately con-

nected with the administration of the Excise Department. The handing over of the power indicated to a Licensing Board would give opportunity for undesirable intrigue and possible corruption. The Committees should be fully consulted and every consideration shown to their views, but the final decision should rest with Government.

[Béngal.]

This presidency has led the way in the establishment of Licensing Boards, possessed of the full and final power of determining the number of licensed shops and their location, and an account of their working was communicated to the Government of India. These Licensing Boards exist at present only in the Calcutta District. Outside that district there are Advisory committees whose constitution, powers and procedure are regulated by Rule 78 of the Rules. This rule provides for the constitution of local committees for municipal towns by the Commissioner of the Division, who is required to give due regard to the adequate representation of the non-official community. In non-municipal areas the Local Board is the Advisory Committee for the area in its charge. The function of these Committees is to consider and to express an opinion on the number of licenses and the location of shops as proposed by the Collector in the list compiled under Section 30 of the Act. The Advisory Committee also expresses its opinion upon any objections which the Collector may have received to his proposals. The Collector is not bound to accept the advice of the Committees, but he has to record his reasons for disagreement, and the proceedings of the Committees are submitted together with the Collector's opinion to the Commissioner of the Division. The Commissioner in his turn submits his opinion to the Commissioner of Excise. This system has hitherto worked very satisfactorily, and as a result of the activities of the Committees, there has been a reduction in the facilities for the consumption of liquor.

[Bihar and Orissa.]

The extension of the system of Advisory Committees to rural areas is still in the experimental stage, but a start has been made in the districts of the Chota Nagpur division. It is as yet too early to report on the success of the experiment, which is being carefully watched.

In regard to the suggestion that no additional shops should be opened without the express sanction of the Committees, His Honour-in-Council is opposed to an arrangement which would virtually supersede the authority of the Collector. Under an existing rule that officer has to submit copies of his proceedings to the Divisional Commissioner and the Commissioner of Excise and to explain his reasons in any case in which he rejects the recommendation of the Advisory Committee: and this should sufficiently safeguard the cause of temperance. There have, in point of fact, been considerable reductions in the number of liquor shops in almost every district, and there appears to be no necessity for enlarging the power of the Committees, whose proper functions are of an advisory and not of an administrative character.

There remains the recommendation, that the Advisory Committees should be converted into Licensing Boards. In this province, however, there are few towns of any magnitude, and even in these conditions differ very widely from those prevailing in Calcutta, to which city Sir Herbert Roberts has alluded. The scheme in Calcutta is still in the experimental stage. The Lieutenant-Governor-in-Council is of opinion that the time is not yet ripe for the introduction of this measure into this province.

While the Government of India may rest assured that the Local Government will do everything in its power to check excessive drinking and to promote temperance, the Lieutenant-Governor-in-Council fully agrees with the Board of Revenue that in this respect, as in others, the development of Western ideals in this country should be allowed to take place gradually in the light of experience and without undue precipitancy.

[Burma.]

The first suggestion is that rules should be drawn up governing the constitution, powers and procedure of the Advisory Committees with a view to the more frequent, systematic, and uniform consultation of local opinion in each area. The Lieutenant-Governor considers that no action is at present necessary in this Province on this proposal. Excise Advisory Committees are confined to municipalities and notified areas entrusted with certain powers of local self-Government. In each municipality or notified area the Municipal or Town Committee is the Excise Advisory Committee. These Committees meet at frequent and regular intervals and, as regards their constitution, powers and procedure, are governed by the Municipal Act and the rules framed thereunder. The non-official members of these Committees are, in the Lieutenant-Governor's opinion, better representatives of the views of the inhabitants of the areas which they represent than the members of a separate Committee appointed solely for the purpose of advising regarding Excise matters, would be. The powers and duties of the Committees in regard to Excise matters are clearly prescribed by Rule 69 of the rules under the Excise Act, 1896, as amended by the Burma Financial Commissioner's Notification No. 84 of the 31st May 1915. Under that rule the Excise Advisory Committee is required to perform two functions. It frames proposals once in three years as to the maximum and minimum number of licenses of each kind to be issued within the Municipality or Town and it examines annually the location of existing and proposed liquor shops.

The third suggestion is that the Advisory Committees should be consulted with regard to all questions relating to the local administration of Excise, and that no additional shops should be opened without their expressed sanction. The Lieutenant-Governor has instructed the Financial Commissioner to amend the Excise Rules so as to give effect to the first part of this suggestion. Provision for the second part already exists. The Advisory Committees have power at present, subject to the control of the Financial Commissioner, to fix the

maximum number of licenses of each kind, and thereby to forbid the opening of additional shops. Since the Committees were constituted there has been no instance in which an additional shop has been sanctioned against their wishes and in two cases the Financial Commissioner has declined to sanction the opening of additional shops approved by such Committees.

The fourth suggestion is that the system of Advisory Committees should be extended to all towns, villages and rural areas, except where the conditions are manifestly unsuitable in which case less formal methods of consultation may be adopted. No Boards have yet been established in Burma for the control of local administration outside areas dealt with under the Municipal Act. The Lieutenant-Governor considers that the formation of Committees to advise regarding Excise matters in villages and rural areas should await the establishment of such Boards. The Financial Commissioner, Burma, would make no further provision at present than is contained in Excise Rule 67. That rule requires the Collector to publish a notice in any non-municipal town or village in which it is proposed to open a new shop for the retail vend of spirit or fermented liquor calling for objections to the proposal. If an objection is received the Collector must either abandon the proposal or refer it to the Commissioner of the Division for orders. The Lieutenant-Governor proposes to supplement this procedure by requiring that in addition to the enquiries on the subject usually made by officers of the Excise Department, the Township Officer or some other responsible officer not connected with the Excise Department shall visit the town or village in which it is proposed to open a new shop on a date to be fixed in the notice calling for objections, discuss the proposal with the town or village elders and their headmen, and submit a report of his proceedings giving a full account of all objections received and his recommendations on the proposal. It is not safe to conclude that no local objections exist because the notice calling for objections has failed to elicit any.

[United Provinces.]

The proposal that Advisory Committees should be consulted on all questions relating to the local administration of Excise, no new shops being opened without their express sanction, involves a considerable extension of the powers of the Committees which are at present purely advisory bodies. It does not appear to the Local Government to be expedient at present to lay down that no new shop should be opened without the sanction of the Committee. Rule 94(1) of the United Provinces Excise Manual already provides for an annual meeting to consider the location of shops and any representation made by the inhabitants on the subject of Excise and to record resolutions. A resolution by the Committee made under this rule would receive under Rule 94-A full consideration from the Collector and the Excise Commissioner. Until therefore, further experience has been obtained of the working of the Committees under the existing rules the Local Government does not propose to make any further change.

With regard to the proposal to extend the system of Advisory Committees to all towns, villages and rural areas except where conditions are manifestly unsuitable, I am to say that the chief questions arising in rural areas are concerned with location of shops, a subject fully dealt with in Rule 101 of the United Provinces Excise Manual. Sub-section (8) of that rule provides that local opinion shall be consulted in rural centres and the existing rules afford a convenient and satisfactory method of obtaining the views of the persons most affected. Moreover few villages have more than one excise shop of each kind (*viz.*, country spirit, hemp drugs and tari) if as many, and the formal constitution of Advisory Committees is in the opinion of the Local Government superfluous.

The proposal in paragraph 8 (c) of the memorandum is to convert the Advisory Committees in the larger cities into Licensing Boards, following the example of Calcutta. The Local Government is informed that under the scheme in force in Calcutta and its suburbs the Collector draws up a list of proposed shops and calls for objections and in theory the Licensing Board is the final authority which fixes the number and location of shops. In practice, however, the Licensing Board only has a power to veto the Collector's proposals and no power of selecting sites, since by the time the Collector's proposals and the objections reach the Board it is too late to select new sites and to give an opportunity for objections, before the beginning of the next year. The revised rules in these provinces referred to above provide that a non-official Committee shall meet in May of each year. The Committee is to consider the location of shops and record resolutions to which the Collector will give due consideration in deciding the location. The Collector fixes the number and location of shops subject to the approval of the Excise Commissioner to whom he reports all proposed changes by the 1st July. Thus under the Calcutta system the Collector (subject presumably to the approval of the Excise Commissioner) makes proposals for changes of numbers and sites and the non-official committee practically decides; while under the system in force in these provinces the non-official Committee makes proposals and the Collector subject to the approval of the Excise Commissioner decides. In the opinion of the Local Government the system in these provinces is better suited to the local conditions and it gives ample scope for non-official opinion to make itself felt. The system has only been lately revised by the omission of all officials from the Committees, and extended to all municipalities, instead of being confined to those with a population exceeding 20,000. The Local Government therefore proposes to give a fair trial to the system before further experiments are made.

[Madras.]

As the Government of India are aware, Excise Advisory Committees are now working in all municipalities and in unions of an urban character in this presidency. In the city of Madras the Committee consists of—

- (1) The Collector (President).

- (2) The Commissioner of Police.
- (3) The President of the Corporation.
- (4) The Commissioner of the municipal division (if he is willing to serve on the Committee).

In municipalities in the mufassal the Committee consists of—

- (1) The Collector or the Revenue Divisional officer (President).
- (2) The Municipal Chairman, and
- (3) The District or Assistant Superintendent of Police.

When the Revenue Divisional officer is the Chairman of the municipality a member of the municipal council is selected to act with the President and the local police officer. In union panchayets the Committee consists of—

- (1) The Tahsildar or Deputy Tahsildar.
- (2) The Union Chairman, and
- (3) The Police Inspector.

The Governor-in-Council has under consideration the question of constituting a Licensing Board for the city of Madras and, pending the decision to be reached in the matter, he does not propose to alter the constitution of the Committee in the city.

The Governor-in-Council has recently decided to enlarge the constitution of Advisory Committees in mufassal municipalities and union panchayets by the addition of the local Abkari Inspector or Assistant Inspector and two elected non-official members of the municipal council or union panchayet. The Committee will then consist of three officials and three non-official members. The President of the Committee is also being empowered to co-opt an additional non-official member from those classes of the community which do not regard drinking *per se* as a vice, this power being exercisable where representation of those classes is not already secured by the personnel of the municipal or union members of the Committee.

In places outside these areas there is no local self-governing agency capable of selecting representatives and it would be difficult to create a satisfactory electorate *ad hoc*. The Governor in Council is, therefore, unable to extend the system to those places. The local boards concerned are, however, formally consulted in the matter of determining the number and location of liquor shops and the wishes of the villagers are also informally obtained and considered.

As however, the above procedure is not invariably adopted, the Government have directed the issue of the following instructions regulating the procedure to be followed by Advisory Committees:—

- (a) The Committees should meet once in the year to consider the proposed licensing arrangements for the arrack, ganja and opium shops and foreign liquor taverns, and once again to consider the licensing arrangement for toddy shops.
- (b) They should also meet on other occasions to consider points that may be referred to them from time to time.
- (c) The meetings will be convened by the President who will maintain the records of the meetings in his office.

- (d) The functions of the Committees are purely advisory and their recommendations should be confined to local questions.
- (e) The President of the Committee shall have a casting-vote.
- (f) The recommendations of the Committees should be forwarded by the President to the Collector with a covering letter and such remarks as he may consider necessary.

Suggestion (c).—The Committees are now consulted on all local questions such as the number and location of shops and such other matters as are mentioned in the despatch from the Secretary of State, No. 77, Revenue, dated the 29th April 1914. No additional shops are opened in the areas in which Committees have been formed before they have been consulted. The Collector of the district is, however, empowered to overrule the objections of any Committee and must continue to have this power so long as the function of the Committees is confined to the giving of advice.

Suggestion (e).—As already observed, the question of converting the Advisory Committee in the City of Madras into an Excise Licensing Board is under consideration. The Governor-in-Council is of opinion that the question of establishing similar boards in the mufassal must be postponed until some experience has been gained in the Madras City.

EXCISE ADMINISTRATION.

REPORT FOR THE YEAR 1916-17.

[Bihar and Orrisa.]

Temperance Measures.

The suggestion that Municipalities and District Boards might encourage private enterprise in the direction of providing counter-attractions to intemperance by allowing tea shops to be opened on Municipal or District Board Land on favourable terms has not been attended with any very tangible results so far as much or more probably on account of the absence of private enterprise to be encouraged, as for the indifference of the Municipalities and District Boards. The District Board, Manbhum, however, offered to settle roadside land on convenient terms to people wanting the same for tea or coffee shops, but nobody came forward to avail of the offer. The Advisory Committees at Lalganj, Madhubani, Deoghar, Madhupur, Sambalpur and Daltonganj discussed at their meetings the desirability of opening tea shops, but no real action followed their deliberations. The only tea shops mentioned in the District Officers' reports are one in Monghyr, one in Ranchi, and one in Purulia, while there are a few hawkers of tea at Dhanbad and in adjoining places. The reports except for Manbhum are silent as to whether any of these shops are located on

District Board or Municipal land ; and in all probability they are not. The tea shop in Ranchi was located close to a country spirit shop, but failed to have any appreciable effect on the sale of spirit in that shop. The tea shop in Monghyr has been located close to the factory of the Peninsular Tobacco Company where a large army of labourers is employed ; the Managers of the Factory are taking keen interest, and the result is being carefully watched. The Deputy Commissioner of Manbhum reports that "hawkers of tea at Dhunbad and in colliery area are being induced to sell tea in the evening near the liquor shops "

JUDICIAL.

THE JURY SYSTEM.

GOVERNMENT RESOLUTION.

[United Provinces.]

In the Criminal Procedure Code of 1861 (Act XXV of 1861) power was for the first time given to Local Governments to order that the trial of all offences or of any particular class of offences by any Court of Session should be by jury in any district, and from time to time to revoke or alter such order. The cautious and permissive nature of the wording of this provision was due to the misgivings felt as to the suitability of a system of trial by jury to Indian conditions.

When subsequent revisions of the Code were undertaken, these misgivings had rather gained than lost force and various restrictions and safeguards were introduced into the working of the system. In these provinces no step was taken to use the power given by the Code till 1884, when it was decided to make an experiment with the jury system in the three districts of Allahabad, Lucknow and Benares. Its application was confined to the offences of kidnapping and abduction, rape, theft, robbery and dakaiti, criminal misappropriation, receiving stolen property, mischief, house trespass, offences relating to marriage, and abetments of and attempts to commit any of these offences. During the following years, the experiment was carefully watched, its operation was reviewed from time to time, and stock was taken of the results in 1890. Judges and others concerned in its working were then asked for their opinion on its merits and what improvements, if any, were called for in its application.

If the experiment received little or faint praise, there was no general condemnation, but the weight of opinion was definitely unfavourable to any extension. The Chief Justice of the time went so far as to say: "Few jurymen are capable of taking in the facts of a case if it is at all complicated. In my opinion the jury system is not suited as a means for the repression of crime. The only improvement I can suggest is that trial by jury be abolished in these provinces." No action was taken as a result of these enquiries, but a proposal that was then under consideration to extend the experiment to Cawnpore and Agra was dropped.

No further attempt was made either to extend or to abolish the jury system in these provinces nor was the question considered again in detail until it was revived by a question in Council in 1914. The conclusion of the Government based on the opinions of the Judges who were then consulted was that no case had been made out for an extension of the system.

Last November, however, the Legislative Council by a majority passed a resolution in favour of extending the system of trial by jury to the districts of Agra, Meerut, Fyzabad, Bareilly, Gorakhpur, Jhansi, Cawnpore, Aligarh and Moradabad. During the course of the debate in Council the Lieutenant-Governor followed attentively the arguments advanced by the Honourable Members who supported the resolution. Much stress was laid on what may be called the collateral advantages of the jury system. It was claimed that it would give to the people a larger measure of participation in the administration of criminal justice; that it would foster their sense of responsibility; that it would educate them; that it would popularise the knowledge of criminal law and, by making criminal acts and their dire consequences vivid to the imagination of the people, it would tend to diminish crime; and that it would inspire greater confidence in the administration of justice as people will begin to think that they are tried and punished by their own fellow-citizens.

The Lieutenant-Governor is fully alive to the force of many of these and similar arguments in the abstract, but he is not satisfied that they exhaust even the theoretical considerations relevant to the question. He apprehends that at least one of the most important issues is whether the jury system secures justice as between the accused and his accusers. He therefore felt it imperative to obtain evidence on this issue from the only persons who can speak with expert knowledge upon it. Nor was it less necessary to ascertain whether the collateral advantages claimed for the jury system have borne fruit in the areas where it is in force. In other words, His Honour felt that before a decision was possible, it was essential to obtain practical tests of the operation of the system in its application to the actual condition in which it was at work. He therefore determined to have the question fully re examined and see whether it was possible to accede to the recommendation of the Council. Accordingly opinions on the working of the experiment initiated in 1885 and the practicability or desirability of extending it were asked from the Hon'ble Judges of the High Court, the Judicial Commissioner of Oudh, other Judges who have had experience of the working of the jury system, the Bar and Vakils' Association of Allahabad and the Bar Associations at Lucknow and Benares; all replies received have been printed *in-extenso* and are published* with this resolution.

In a many-sided question of this nature, it was not to be expected that opinions should be unanimous but it will be seen that the great majority of Judges, including the Hon'ble the Chief Justice of Allahabad and the Judicial Commissioner of Oudh, express views unfavourable to the jury system, while the opinions of those Judges who have had direct and adequate experience of its working in the three districts are unanimously adverse. The reasons given are weighty and considered. Jurors strongly dislike being called in to serve and take every means of escaping. They are easily accessible to the influence of outside opinion and base their verdicts but little on the

* Not printed here.

evidence. They are too ready to convict in some classes of cases and to acquit in others. They are of no assistance in cases complex in nature or tinged with racial, religious or social strife; in a case between a Brahman and a Chamar, for example, their sympathy is almost always with the former, and an accused of good social position and wealth affects them with a bias towards acquittal. They dislike responsibility; they are prone to follow the lead of a single spokesman as is evidenced by the rareness of disagreements; and finally it is difficult to find a sufficiently large number of capable jurors.

After a careful consideration of the whole question in the light of the opinions received, the Lieutenant-Governor has come to the conclusion that a jury has not proved itself in any way better than a Judge sitting with assessors, while its responsibility for securing justice is in practice weaker. The extension of the system must be judged on actual grounds of practice and experience and not on arguments of abstract theory. On these grounds it has been shown that extension would not assist the cause of justice but would only add to the difficulty, already sufficiently great, of protecting the law-abiding public from crime. His Honour would have liked to have met the wishes of the majority of the Council but on the facts he cannot help deciding that the extension of the system recommended would be unwise.

The considerations which have now been examined point logically to the *prima facie* propriety of abolishing the jury system in the three districts where it now exists. This point however was not directly under the consideration of the Government when opinions were invited, though many of the Judges as a corollary to their opinions recommend such abolition. There is also a clear distinction between abolishing an existing though inferior practice and introducing the same practice where it has not hitherto existed. In such a case there are many aspects of a subject apart from its intrinsic worth that require careful examination. If the Lieutenant-Governor had not had 33 years of tacit acquiescence in the experiment behind him, he might have acted differently. As it is, he is not at present disposed to disturb existing arrangements.

LAND REVENUE.

DEPARTMENT OF LAND RECORDS.

GOVERNMENT REVIEW ON THE REPORT FOR THE YEAR 1915-16.

[Bombay.]

Record of Rights.—Its utility and progress.—The report of the Department of Land Records for the year 1915-16 bears interesting testimony to the increasing activity and importance of the Department. The field of operations is widening annually and the Governor-in-Council is pleased to observe that considerable attention has been bestowed on the introduction of more efficient and less expensive methods in survey and other branches of work and that, to this end, results of former experiences have been co-ordinated and several experiments conducted.

The Record of Rights, now firmly established as the foundation of the system of revenue accounts and a valuable repository of interests in lands, has during recent years been extended to areas from which it had been excluded in the first instance till further experience of its utility was gained. Government had already decided upon the desirability of the extension of the Record to the lands of unsurveyed inam villages, where owing to defective and inaccurate accounts and ill-defined rights to lands, disputes are frequent between inamdars and raiyats, to their mutual inconvenience. The experiment ordered before general introduction was finally decided upon, was conducted by the Director in the village of Udtara in the Satara District and combined the operations of a general survey of the village land, measurement and mapping of small holdings, survey of the village site and preparation of the Record of Rights and liabilities. His report is now under the consideration of Government. As regards the extension of the Record of Rights to holdings within the sites of villages, the desirability of such a course is admitted; but it is clear that a survey is a necessary preliminary to the compilation of the register. The further extension of the Record in this direction must therefore be postponed until the more important towns have been surveyed and the measurement of sub-divisions has been completed throughout the Presidency. These operations at present engage to the full a largely increased staff. In the agricultural areas opinion is unanimous that the Record gains yearly in popular favour and in accuracy. When the measurement of sub-divisions and the distribution of assessments on an equitable basis have been completed throughout the Presidency, the value of the Record will be considerably enhanced. This quinquennial revision of the Record of Rights was taken up and completed in several talukas. Postponements have how-

ever been given in some cases in order that the rewriting might be based on the results of sub-division measurement then in progress or shortly to be taken in hand. Government are disposed to concur with the Director's opinion that the rewriting of the Record should, if the inspection of mutations has been carried out with regularity and care during the period, be a simpler and less expensive operation than it appears to be in many cases. It is probable that with the growing popularity and accuracy of the Record, the present methods of quinquennial revision require reconsideration. Government understand that the Divisional Commissioners have a suggestion to simplify this operation under their consideration and await their report.

Sub-division of fields.—The measurement, mapping and revision of assessment of sub-divisions of survey numbers was continued with vigour throughout the Presidency proper, though the necessity for retrenchment of immediate expenditure owing to financial conditions compelled the Superintendents to effect considerable reductions in the number and strength of their survey parties.

The expenditure on these operations is recoverable from the landholders and during the year recoveries made on the demand statements were satisfactory, particularly in the Central Division. The average expenditure including measuring, mapping and calculation of assessments, ranged from 4 annas to 7 annas 8 pies per sub-division, the higher charge being due largely to the difficulty of measurement and calculations. Owing to the generally quicker outturn and the more accurate results, the plane table is rapidly superseding the chain and cross staff method in these operations. The land records in the Konkan districts were further simplified and improved by the amalgamation of a large number of adjacent holdings while in the Central Division a considerable area under the canals in the Ahmednagar District was dealt with, the sub-divisions being mapped and demarcated to facilitate irrigation schemes. It is satisfactory to observe that not only does the measurement of sub-divisions greatly improve the Record of Rights, but it also enables the cultivator to obtain at a small cost accurate maps and statistics of his holdings, thus tending to minimise disputes and simplify transactions in land. These further measurement operations constitute to some degree a revision of the former survey records by bringing to light mistakes or omissions. The important question of the up-keep of these records engaged the attention of the Department during the year. It has been contended that the trained village accountant is in theory the proper agent to record and map all changes and the Director was engaged in experiments in this method, the results of which will be awaited. Government desire to impress upon all concerned the importance of maintaining these records which are of great utility alike to the administration and to the landholder.

Town and City Surveys.—The survey of the larger towns of the Presidency proper was continued and conducted simultaneously with an enquiry into property rights in 12 towns, including Poona and Belgaum. In this branch of the department's work considerable improvements were effected or were under consideration, particularly

in regard to the acceleration and cheapening of the process of survey and the production of maps. The Governor-in-Council observes with satisfaction that measures were concerted for the adequate maintenance of these city surveys, the neglect of which in the past has seriously curtailed the utility of the records of former surveys of some of the larger towns and has necessitated costly revisions. The revised methods of survey and up-keep have been embodied in a Manual of City Survey.

Survey of village sites.—The survey of village sites was continued in Gujarat and parts of the Central Division, but was finally postponed under Government Orders directing concentration upon the more pressing requirements of city and sub-division survey.

It is satisfactory to observe that in many districts this subject received the attention which it merits. The desirability of special training in Circle Inspector's duties which was originated in Satara and commented on in last year's review is reiterated.

MEDICAL.

MEDICAL ADMINISTRATION.

GOVERNMENT RESOLUTION ON THE REPORT FOR THE TRIENNium
1914 to 1916.

[United Provinces.]

Travelling Dispensaries.

The attendance at travelling dispensaries increased by more than half-a-million. As already observed, 46 of these travelling dispensaries are now permanently attached to districts; they are under the control of the Civil Surgeons, and the district Boards contribute Rs. 1,000 per annum towards the up-keep of each. The remaining 41 are provincial travelling dispensaries, are distributable at the discretion of the Inspector-General of Civil Hospitals, and available for dealing with emergencies arising in any part of the province. Their services have been particularly valuable in connection with out-breaks of plague, cholera, relapsing fever, calamities such as the Lucknow floods, and the larger fairs. Initiated on an experimental basis in 1910, the travelling dispensary is now an established part of our medical machinery; it reaches patients for whom the standing dispensaries cannot cater; it furnishes an indispensable agency for combating epidemics, and its work has deservedly won the confidence of the public.

REPORT ON THE WORKING OF HOSPITALS AND DISPENSARIES FOR THE
TRIENNium 1914 to 1916

[Bihar and Orissa.]

Itinerant and Floating Dispensaries.

The work of the regular dispensaries was supplemented to a considerable extent by the increasing number of peripatetic dispensaries started during the period under review. By their agency, medical relief has been carried to the remotest corners of the Province. They have been of much service in familiarizing the general populace with western medical science and in impressing the peasant with the benevolent wishes of the authorities for their good. They are also of great use in affording first-hand relief to the poor sick in their homes. At the close of the previous triennium, 12 travelling dispensaries were working in the province, one in Balasore, three in Angul, and two in each of the districts of Saran, Shahabad and Purnea. All

these institutions were financed by Government. The remaining two were located in Purnea and maintained in Eastern Bengal Railway Company for the treatment of their employees. The seven Government experimental dispensaries in Saran, Shahabad and Purnea, including the one opened in the former district in 1914, were made over from the 1st April 1916 for future maintenance to selected district Boards, three to Saran, two to Champaran, one to Shahabad and one to Balasore; the last was, however, actually employed from February 1917.

The total number of patients treated by these itinerant dispensaries was 33,252, in 1913, 76,250 in 1914, 81,712 in 1915 and 69,852 in 1916. The decrease last year was due to some of the medical subordinates being deputed to special duty and some being on leave without being replaced.

Besides these separate peripatetic dispensaries some of the Sanitary Inspectors and Deputy Sanitary Inspectors in the employ of local bodies do itinerant medical work. In the Bhagalpur District, two Deputy Sanitary Inspectors have been provided with tents, while a boat for a floating dispensary has been placed on the Kosi river in the Madhipura Sub-Division. Two more tents and another well-equipped floating dispensary are expected to be provided next year. The District Board of Gaya also propose to equip their Sanitary Inspectors as peripatetic doctors.

During the period covered by this report, the system of deputing Medical Officers in charge of dispensaries to visit periodically the neighbouring places of gathering, such as fairs, markets, and *hats*, was further extended with the result that the number treated by them was 65,455 in 1914, 80,088 in 1915, and 79,441 in 1916, as against 48,795 in 1913. The slight decrease in 1916 was due to the closure of the two dispensaries started for the purpose by the District Board of Champaran on the opening of the two travelling dispensaries mentioned above. The malaria lecturers employed in the districts of Shahabad, Purnea and Cuttack also treated 5,108 patients in 1915 and 8,160 in 1916.

GOVERNMENT REVIEW ON THE WORKING OF HOSPITALS AND DISPENSARIES FOR THE TRIENNIUM 1914-16.

[Bengal.]

With the passing of the Bengal Medical Act, VI of 1914, And the Indian Medical Degrees Act, IV of 1916 and the establishment of the State Medical Faculty, a great advance has been made. By Act VI of 1914 there was established a Council of Medical Registration in Bengal, entrusted with the maintenance of a register of medical practitioners in possession of adequate titles or qualifications, and endowed with certain disciplinary powers over registered practitioners. The Indian Medical Degrees Act restricts, to institutions recognised

by Government, the power to confer degrees, titles, diplomas, etc., implying proficiency to practise western medicine, and has put an end to the system by which ill-equipped and insufficiently staffed institutions conferred diplomas on men after an entirely insufficient and unsatisfactory course of training. The State Medical Faculty was established in 1914 for the purpose of examining candidates from all recognised schools and colleges, and by its recognition under the Medical Degrees Act has been given the power to confer diplomas on those who succeed in passing its examinations.

In the course of the discussions relative to the above measures attention was forcibly drawn to the fact that the number of qualified medical practitioners in Bengal is inadequate for the needs of the population, while at the same time, the facilities for imparting sound medical education are insufficient. Both these questions are receiving the earnest attention of Government. His Excellency-in-Council recognises that the medical needs of the Presidency require the supply of doctors in numbers greater than can be obtained from the existing institutions, and while he is making arrangements to admit a larger number of students to Campbell and Dacca Medical Schools, he is also considering the possibility of establishing schools in connection with the larger district hospitals. Further facilities for education of a higher standard have been secured in the Belgachia Medical College which, with financial assistance from Government, has been enabled to secure affiliation up to the 1st M. B. Examination of the Calcutta University.

The introduction of honorary medical officers and their appointments to the staff of the Sambhu Nath Pandit and the Mayo hospitals has so far proved a success, but further experience of the arrangement by which certain house appointments in the Medical College Hospitals are reserved for medical men outside the ranks of Government service tends to show that, while these appointments may be of value to the practitioners holding them, the system is not to the advantage of the hospitals, while it is distinctly detrimental to recruitment for Government service. The experiment has now been given a sufficiently long trial, and the Governor-in-Council will again examine the position.

The dearth of medical officers and conditions financial and otherwise—arising out of the war have prevented the opening of the Tropical School of Medicine. The building has been completed, but the necessary equipment cannot be obtained; the staff has been sanctioned but cannot be brought together till the war ends. Meanwhile, thanks to the praiseworthy efforts of Sir Leonard Rogers and to much public liberality, funds have been raised for the construction and endowment of a hospital for Tropical diseases to be connected with the school. The hospital is approaching completion, but the equipment is not at present procurable.

REPORT OF THE SURGEON-GENERAL, BENGAL.

[Bengal.]

Registration of Nurses.

This is a step which has strongly been advocated by Lieutenant Colonel J. T. Calvert, I.M.S., Principal of the Medical College, and it is about to be considered by the governing body of the Bengal Medical Council. A large number of nurses are trained at the Medical College hospitals and the Presidency General Hospital. Formerly a certificate of training was given after a three-year course. In 1911, a new scheme was introduced, not only was the training greatly improved, but examinations were insisted on and only those nurses who passed were granted a diploma.

There is however no system of registration for nurses and one is urgently required. One cannot at present or for a long time to come prohibit unregistered nurses from practising, but when a system of registration is in force, the public will soon come to understand that all properly trained nurses are registered, and, when possible, will insist on having them. This will undoubtedly give the qualified nurses a better standing, and will benefit them as well as the public. It will also make the nurses value their diplomas more highly. Nurses who behave in an unprofessional manner may have their names removed from the register, and this again I think will help to raise the standard of nursing and be a protection to the public.

Indian Medical Degrees Act.

This Act marks a very great advance in medical education in India; it was passed by the Indian Legislative Council on 16th March 1916. Before that date any one was at liberty to open a medical school, and could grant their students diplomas, stating that they were qualified to practise medicine and surgery. The gravest abuses had crept in and in many cases men with practically no medical or surgical education, imposed on the public, and practised as fully qualified men.

This Act put an end to this and now only schools and colleges recognised by Government are allowed to issue diplomas. A medical register has been opened which is kept by the Bengal Medical Council of Registration and only those on that register are allowed to grant certificates which are accepted by Government. The result has been most beneficial and unrecognised medical schools have practically ceased to exist in Bengal.

MISCELLANEOUS.

GOVERNMENT AND SOCIAL REFORM.

EXTRACTS FROM THE ADMINISTRATION REPORT FOR 1915-16.

[Baroda.]

The Purohit Act.

The Baroda Hindu Purohit Act is a novel piece of legislation, enacted for the purpose of having well qualified Hindu priests to officiate at Hindu religious rites and ceremonies. The Bill was first published for public criticism on 22nd May 1913 and after two revisions in the light of public opinion it was finally sanctioned on 30th December 1915. As this is a piece of legislation perhaps the first of its kind in India, it will be interesting to set forth its main features. As the preamble states, the object of this Act is to have properly qualified Purohits for the performance of religious rites and able to expound their true significance, so that the Yajamanas may feel satisfied that their spiritual interest is safeguarded. In order to carry out this object the Act provides for the grant of letters of authority to act as duly qualified Purohits to persons who may have passed the Hindu Purohits' Examination, who may have passed in Yajnik subjects or in any standard of the Dharmasastra of the Shravan Mas Dakshina Examination, or who may be specially considered fit by Government. Any Purohit not so authorised, officiating at any religious rite as defined in the Act, is liable to be prosecuted and tried before a Magistrate specially empowered by Government, and sentenced to a fine not exceeding 25 rupees. Several important exceptions have been provided for in order to facilitate the working of the Act. The first exception is in favour of unqualified Purohits over 12 years of age at the date of the commencement of the Act. The second allows unqualified Purohits who are not residents of the State and who may be accompanying outsiders, to officiate for them provided that their stay does not exceed one month. The third permits an unqualified Purohit to officiate in a place where no qualified Purohit, who can by custom officiate for a particular community, is available in the locality or within a certain radius or where owing to the simultaneous performance of a number of ceremonies there is not a sufficient number of qualified Purohits. The fourth relates to the performance of funeral obsequies or any other religious rite that may be specially excepted by Government. The period allowed by the Act to persons who are desirous of carrying on the profession of the Purohit for qualifying themselves is 6 years from the date of its publication. This provision is expected to give sufficient time to the younger generation to

acquire the necessary qualifications. Another important feature of the Act is that any Hindu may qualify himself as a Purohit irrespective of his caste. But it does not follow that the Yajamanas will have to employ Purohits of any other caste than the one which ordinarily provides Purohits to them. The Act ends with an important safeguard that the legality of any ceremony will not be affected because of its having been performed by an unauthorized Parohit. The Act will apply only to that part of the State to which Government may declare it to apply by a notification in the Adnya Patrika or to a particular community. The result of this measure will be watched with interest.

The problem of Government intervention with the social and religious affairs of the people is an interesting one and is capable of being discussed in a Hindu State from a platform to which there can be no parallel in British India. Where the rulers and the ruled are of one religion, the disabilities attaching to an alien ruler lose much of their justification. Rulers in ancient India have been known in History to have exercised a salutary influence on the religious beliefs and social life of their subjects and the amelioration and elevation of the priestly class in Baroda in a noble ideal calculated to restore them to some extent to the exalted status from which they have since fallen. The Act which was much misunderstood in its initial stages is now being gradually appreciated; several brahmin youths have already started the study of Hindu rites and ritual on liberal lines. The Act does not compel any person to accept office at the hands of an alien priest; it only enacts that spiritual rites will be administered by licensed priests and the privilege of a license will be granted to those only who qualify themselves by passing a prescribed test.

Itinerant Religious Preachers.

Four itinerant religious preachers were attached last year to certain temples in Baroda and Amreli districts, their duty chiefly being to go about in the respective Mahals from village to village and to enlighten the villagers by preaching on religious and social questions on advanced lines. Two such additional preachers were appointed in the course of the year.

Devasthan Assistant.

In addition to inspection and the usual work in the Head Office, he has been entrusted with the duties of studying social and religious evils and suggesting necessary remedial legislation, and also with the work of preparing in the vernacular critical and explanatory books on the common religious rites and ceremonies, for the education of the people. Three books on marriage ritual funeral and the Upanayanam ceremony are already published and the one on the annual Sradha ceremony will be sent to the press shortly.

POLICE.

POLICE ADMINISTRATION.

REPORT OF THE INSPECTOR-GENERAL FOR THE YEAR 1916.

[Madras.]

Village Police.

Officers of this department understand that every opportunity should be taken to personally interview the village officials and explain to them their police duties, and circulars pointing out their responsibility for the prevention of crime in their villages have been issued and re-issued by District Magistrates. Police Officers of all ranks are enjoined to treat village headmen with courtesy and consideration, and assistance rendered by village officials is being suitably acknowledged. Nevertheless, although the duty of reporting the occurrence of crime is on the whole properly performed with a few exceptions, the work in regard to watching bad characters, reproting the arrival of strangers and patrolling continues to be perfunctory. Owing to the concentration of police stations it is of primary importance that bad characters should be effectively watched by the village police, but this important duty has been neglected and want of assistance from the village police in this respect is, as Mr. Thomas remarks, the chief cause of overwork and discontent among the constabulary, as well as of poor results in the detection of crime. It must of course be recognized that the village taliyari is at present overworked and underpaid. The village police are in need of reform, for without their full co-operation the regular police force is bound to suffer in efficiency. Improvement in this direction will be expensive and must presumably wait until financial conditions improve. Meanwhile every effort is being made to secure the co-operation of the village magistrates. In this direction District Magistrates are giving us invaluable help. I think it possible that Divisional Magistrates might help us more.

Detection and Prevention of Crime.

There was a further, though slight, improvement in detection. Excluding false cases and those in which investigation was refused, from the total number for disposal, the percentage of detection in the year under report stood at 26·3 as against 25·7 in the previous year. I am rather doubtful, however, if these figures correctly represent the measure of success which the police attained in the year in dealing with crime. The figures as worked out hitherto include a large number of cases not disposed of before the end of the year, which would be disposed of in the current year in various ways, some ending in conviction, some thrown out as false and some being

compounded. To reckon these cases against the Police, as at present, is not strictly fair and I am of the opinion that a correct method of arriving at detective results would be to strike a ratio between the cases which ended in conviction and the number of true cases disposed of during the year, excluding from the latter those in which investigation was refused. Statistics for three years prepared accordingly are given below together with the percentages relating to other Provinces for 1915, the latest year for which figures are available.

*Cognizable Crime under the Indian Penal Code
excluding nuisances.*

| Year | Province | Number of true police cases disposed of minus number of cases in which investigation was refused | Number of cases that ended in conviction | Percentage |
|------|-------------------|--|--|------------|
| 1914 | ... | 34,926 | 10,870 | 31'1 |
| 1915 | Madras | 37,014 | 11,597 | 31'3 |
| 1916 | ... | 35,506 | 11,450 | 32'2 |
| | Bombay | 21,285 | 9,511 | 44'7 |
| | Bengal | 60,569 | 10,762 | 17'8 |
| 1915 | Punjab | 35,575 | 10,501 | 29'5 |
| | United Provinces | 79,845 | 18,318 | 22'9 |
| | Central Provinces | 21,841 | 5,274 | 24'1 |

It will be seen from this statement that the ratio of convictions in Madras was higher than that of any other Province except Bombay and that the Police work in this Presidency is after all not quite so poor as is generally imagined. Among individual districts, the best results were shown during the year under report by Madras City, the Nilgiris, South Kanara and Chingleput, and the worst by Madura, Nellore, Trichinopoly Railway Police and Chittoor.

The work of Sub-Inspectors is on the whole fairly well reported on. The general impression is that with increasing experience and under the control and guidance of his superior officers, the Sub-Inspector handles individual cases better than formerly, though he still lacks skill in picking up information. There is no doubt that he

is doing his best but is handicapped by heavy work which he has to do almost single-handed. The head constable, next below him in the station, is indifferent, apathetic, and above all unfit for any responsibility. The Inspector above him with no responsibility for the investigation of crime, rarely troubles to instruct or guide him. It seems to me that a system which places the Sub-Inspector in this unenviable position needs revision. A very pressing need of the Department is for a more intelligent and better class of head constable who can be of some real use to the Sub-Inspector in the investigation of crime. For this purpose I consider it desirable that direct recruitment to the rank of head constable should be permitted and that the position and prospects of head constables should be improved by granting them higher pay and throwing open a larger proportion of Sub-Inspectorships to them. Proposals on this subject are under consideration. As regards the Circle Inspector, the experiment which is under trial in Trichinopoly has shown that in the absence of this intermediate officer, the work of Sub-Inspectors can be controlled better than formerly by Sub-Divisional Officers who receive the case diaries direct and are in a position to follow the thread of each case and issue instructions more promptly. The Superintendent unhampered by the responsibility of any direct charge can also keep an eye on the occurrence and investigation of crime throughout the district at fairly frequent intervals. The work of Sub-Inspectors is bound to improve under such conditions and that it has improved in Trichinopoly is shown by the fact that the percentage of detection there rose from 25.1 in the previous year to 28.5 in the year under report. At the same time, in spite of the advantages claimed for the scheme, I am not prepared to condemn the Inspector altogether as a useless superfluity, though it may be unnecessary to retain him in charge of a circle. It is doubtful whether the average sub-divisional officer will in the long run be equal to the heavy work of a sub-division unaided, and I think that the success of the scheme would be better ensured by placing under each sub-divisional officer an Inspector or two to be utilized either for the investigation of crime or for other work. A proposal to introduce a scheme on these lines in Coimbatore will shortly be submitted to Government.

REPORT OF THE INSPECTOR-GENERAL FOR 1916.

[Bengal.]

In the report for 1913, I ventured to observe that "there is also observable a tendency to pass comparatively light sentences in cases in which several previous convictions have been proved, as well as an unexplained reluctance to commit habitual offenders to the Court of Sessions." This tendency has not diminished and is the subject of comment in more than one district reports. In this connection, the Additional District Magistrate of Decca writes :—"I am in agreement

with the Superintendent of Police that inadequate sentences must largely contribute to the increase of crime." To bring a criminal under the provisions of the Criminal Tribes Act he must belong to either a "gang or class;" the Act leaves out of consideration the growing number of habitual criminals who taking advantage of the facilities offered by cheap fares and increased means of communication, wander all over the Province committing crime with practical impunity and who escape time and again with a light sentence when by chance brought to book. I have no desire to criticise; I merely wish to point out that if the Police are to be reasonably successful in their efforts to protect the public, they must receive reasonable support from the courts. The question of the best method of dealing with habitual criminals has received considerable attention in England and resulted in 1908 in the passing of the Prevention of Crimes Act. There appears to be no good reason why the principles embodied in this Act should not be applied to habitual criminals in this country. One very desirable result would be a more uniform punishment in the case of habitual offenders. So long as a habitual has the sense to abstain from joining a gang and does not belong to a criminal tribe, he can be convicted several times without much risk of receiving a heavy sentence, but under section 23 of the Criminal Tribes Act, an individual belonging to a gang or to a tribe proclaimed under the Act receives on a second conviction a sentence of seven years, and on a third conviction transportation for life, yet in this Province the individual habitual is no less a pest to society than a member of a criminal tribe or gang.

GOVERNMENT RESOLUTION ON THE REPORT FOR 1916.

[Punjab.]

Of the persons brought to trial only 26 per cent were ultimately convicted. It is an obvious inference that, as remarked in the report, a great proportion of the cases admitted by the courts as "true" had from the outset no chance of ending in conviction and should have been summarily dismissed. The figures indicate that the subordinate magistracy is becoming increasingly lax in admitting false or frivolous and exaggerated complaints. Last year the Lieutenant-Governor recorded his disappointment at the decline of 3,339 in the number of complaints summarily dismissed, and he regrets that in 1916 there should have been a further drop of 1,230, while cases struck off as false fell from 8,312 to 6,819. Equally regrettable is the increasing disinclination to apply the provisions of Section 250 of the Code of Criminal Procedure. In 1914 compensation to persons falsely accused was awarded under this section in 960 cases, in 1915 in 870 and in 1916 in 850. Various explanations offered by District Magistrates are quoted in paragraph 18 of the report, but none of them seem to the Lieutenant-Governor to be very convincing. The

undeniable fact remains that in present conditions thousands of innocent persons unnecessarily dragged into court find no redress, while the waste of time and power involved is deplorable.

A partial explanation of the results referred to is furnished by the District Magistrate of Lahore, who writes :—

“The extension of the use of Honorary Magistrates in a criminal area has however certain definite features which are of doubtful advantage. One is the vast number of cases that are settled by compromise. Doubtless from one point of view it is in accordance with the local traditions of paternal justice that litigants should be made to kiss and be friends. But possibly the more strenuous use of Section 203, Criminal Procedure Code, would save the time both of the Magistrate and the litigant.”

The facts, however, constitute the most serious blemish in our judicial system. The problem of finding a practical remedy has, as His Honour is aware, for many years engaged the close attention of the Chief Court, but no solution has yet been reached. It may be hoped that the approaching amendment of the Code will confer on the Courts more drastic powers of summary dismissal and will simplify the procedure for awarding compensation to those falsely accused. Some improvement should also be effected if the Government of India accept a suggestion recently made in connection with the revision of the Court Fees Act for an enhanced scale of fees on criminal complaints, and the refund of the fee in case of conviction would, as the District Magistrate of Sialkote notes, remove any possibility of hardship. Meanwhile the Lieutenant-Governor cannot altogether abandon the view that more thorough inspection by superior Courts and disciplinary measures against the worst offenders among the magistracy would be effective. He believes that the present state of affairs is mainly due to the constitutional indolence or timidity of a section of the subordinate magistracy. Returns from the courts of magistrates of this character, both honorary and stipendiary, should be carefully scrutinized by their District Magistrates and those shown habitually to issue process without due investigation should be warned that persistence in this course may involve the withdrawal of their powers or the stoppage of promotion. His Honour commends this suggestion to the consideration of the Hon'ble Judges.

Among the causes which contributed to the decrease in organized crime an important place must be assigned to the system of village watch and ward known as *thikri-pahra*. Its success in checking the activities of the nocturnal dacoit or burglar is illustrated by the substantial decline in both classes of crime already noted. In Amritsar, where under Mr. King's vigorous direction the system is probably as well organized as in any district in the province, cases of burglary declined according to the police returns from 1,192 in 1915 to 664 in 1916. In March 1916 the Punjab Legislative Council unanimously passed a resolution advocating the extension of *thikri-pahra*, which is worked at present on a purely voluntary basis. A draft Bill designed to place the system on a legal footing and to extend it, should circumstances demand, to districts in which it is not already in force will

probably be introduced in the Legislative Council at an early date. But it is not intended that where voluntary methods are already giving good results they should necessarily be replaced by compulsion. Sir Michael O'Dwyer believes that in most districts the people thoroughly appreciate the advantages of the system and readily accept the sacrifice of comfort which it entails.

The number of persons placed on security for good behaviour, though lower than in 1915, was considerably higher than in any other year since 1910. If the Bill for the restriction of the movements of habitual offenders, which it is hoped to introduce in the Legislative Council next winter, is passed it is probable that security proceedings will be less resorted to in future. Experience has proved that they are of little practical use for the surveillance of habitual offenders. The influential criminal finds it easy enough to furnish security his sureties being usually people who have neither the intention nor the capacity of being responsible for his good behaviour. On the other hand, the casual suspect, who is generally poor and friendless, has to go to jail in default of furnishing security though the may be genuinely anxious to lead an honest life. The new Bill has been generally approved by those best competent to form an opinion and will, the Lieutenant-Governor is confident, provide a more humane and efficacious means of dealing with habitual offenders.

The increase in the average duration of original trials from 19 days, the figure for 1914 and 1915, to 20 days is disappointing as experience has shown that the more dilatory the proceedings the greater is the chance that the guilty will escape conviction. The subject is one to which the inspecting Judges of the Chief Court have devoted much attention and His Honour has had the opportunity of seeing the notes recorded by them last cold weather on certain districts in the central police range which were conspicuous in 1915 for dilatory trials and a low percentage of convictions. Among other suggestions made by the inspecting Judges, in addition to that mentioned in paragraph 21 of the report that the charge should be framed as soon as a *prima facie* case is established and if possible in the first day of hearing, are the following :—

- (a) all police *chhalans* should be accompanied by witnesses ;
- (b) where possible, important cases should be heard as near as possible to the spot so as to suit the convenience of parties and witnesses. This practice is said to have led to excellent results in Jhelum, and is particularly suitable where the numbers of parties and witnesses is considerable ;
- (c) improvement in process-serving is essential.

The Lieutenant-Governor understands that directions to give effect to these reforms have been issued by the Chief Court, and he hopes that they will result in an acceleration of the pace of the judicial machine whose slowness is now so frequent a subject of complaint.

THE CRIMINAL TRIBES ACT.**GOVERNMENT REVIEW OF THE REPORT ON WORKING OF THE ACT.**

The following is published for general information by the Government of Punjab:—

I AM directed to acknowledge the receipt of your letter No. 398-14—G. B., dated 29th July 1917, forwarding a report on the working of the Criminal Tribes Act (III of 1911), and to convey the following remarks of the Lieutenant-Governor.

The chief interest of the report lies in the fact that it marks the termination of a definite era in the history of criminal tribes' administration. It was only from the commencement of the present year (1917) that the powers of restriction conferred by the Act of 1911 have been applied to the wandering, as distinct from the settled tribes; and the simultaneous establishment of a large reformatory settlement at Amritsar and an industrial settlement at Dhariwal inaugurated a systematic policy of reclamation and reformation. Hitherto efforts in this direction had been somewhat spasmodic and lacking in co-ordination. No central supervising agency existed, and the surveillance of the tribes had been part of the ordinary routine of Police administration. The system had the inevitable defect that while breaches of the law were strictly dealt with, scant opportunities of reform were offered to those members of the tribes who were genuinely anxious to lead an honest life.

In 1916, however, a comprehensive scheme for the establishment of a number of settlements, reformatory, industrial and agricultural based on the report of the Committee of 1914, was prepared under the orders of Government by Rai Bahadur Pandit Hari Kishen Kaul, C.I.E., himself a member of that Committee, who was placed on special duty for the purpose. That scheme, which involves heavy expenditure, both recurring and initial on the part of Government, was after approval by His Honour submitted to the Government of India in October last and has recently received the sanction of the Secretary of State. In addition to the settlements at Amritsar and Dhariwal already mentioned, labour supplying depots have more recently been opened at Shahdara and Bhiwani. The first agricultural settlement will shortly be started in the Lower Bari Doab Colony, existing settlements at Danapur and elsewhere will be reorganised and where possible, enlarged and several new industrial settlements will be established in suitable localities. A strong central controlling agency, with Pandit Hari Kishen Kaul at its head, has been appointed. Its duty will be to inaugurate, inspect and supervise the various settlements, many of which will be under the direct management of philanthropic and religious bodies, and to advise district and Police officers on all matters connected with the tribes. The results hitherto attained by this more humane and systematic policy are full of promise for the

future, and though it is still early to prophesy there is every reason to hope that in a few years a large proportion of these hereditary and debased criminals will be converted into law-abiding and self-respecting citizens.

The year 1916 was thus one of preparation rather than of achievement, and the chief value of the statistics contained in the report consist in the basis they will afford for comparison with those of future years. In the circumstances the Lieutenant-Governor does not propose to discuss them at length. He is however glad to notice that there was a substantial decline from 619 to 481 in the total number of convictions in all classes of cases among the settled tribes, in spite of a slight increase in the number of registered persons. There was also a satisfactory decline in the number of absentees, and in this connection it may be mentioned that the rules under Act III of 1911 have now been amended so as to exempt from the obligation of reporting themselves those members of the tribes who have taken up permanent service either under Government or an approved private employer. Attention is again drawn in the report to the immunity from all restrictions enjoyed by absconders to the Native States adjoining the Punjab. The Lieutenant-Governor proposes to call a conference to consider this and other connected questions at an early date. Representatives of all the States concerned will be invited to attend and the Lieutenant-Governor hopes that they will agree on a uniform line of action both as regards the treatment of absconders and the larger question of the application of Act III of 1911 to the territories of the States.

There was a serious increase in the amount of crime committed by wandering gangs, convictions rising from 364 in 1915 to 573 in 1916. The members of these gangs, many of whom were recent immigrants from the United Provinces were in 1916 not registered and were free to move where they liked. Their adequate supervision was thus a matter of great practical difficulty. The Lieutenant-Governor understands that their total numbers were not accurately known, but it appears probable that the proportion of professional criminals among them is higher than among the settled tribes. Along the subsidiary tasks on which Pandit Hari Kishen Kaul was engaged in 1916 was the preparation of a plan for the simultaneous registration and restrictions of these wandering gangs. His proposals were actually brought into operation with the approval of the Government of India early in January 1917. Careful organisation was required but the arrangements were completely successful. Each gang was restricted to the limits of the Police station in which it happened to be on the 8th January, the day of publication of the notifications under section 12 of the Act, and simultaneously its male adult members were registered. It is understood that, though a certain number absconded, the orders of restriction have been generally obeyed and that the closer supervision of the gangs now rendered possible has had a marked and immediate effect in reducing the total volume of crime in the province.

Hitherto this annual report has dealt almost entirely with the

criminal activities of the tribes and has only incidentally touched on questions connected with their reformation. The wider policy now embarked on by Government makes it necessary that in future reports the problems of reformation and reclamation should occupy a more prominent place. As the appointment of a Deputy Commissioner for Criminal Tribes has now been sanctioned for a term of at least three years, it will, in His Honour's opinion, be convenient if future annual reports are written by that officer.

SANITATION.

SANITARY ADMINISTRATION.

REPORT OF THE SANITARY COMMISSIONER FOR THE YEAR 1916.

[Bihar and Orissa.]

Municipal Inspection and Conservancy Schemes.

During the year under report 59 municipal inspections were made by the officers of the Department in 50 out of the 55 municipalities in the Province and detailed conservancy schemes were prepared for 26 municipalities, as compared with 45 municipal inspections and 23 conservancy schemes completed last year.

The preparation of conservancy schemes has now been completed in 49 municipalities out of the total of 55 municipalities in the province and the remaining 6 schemes will be completed this year.

Lectures on Sanitation.

In some towns, as for example in Puri, practically no audience turned out; in some towns the audience were small and more or less compulsory in their attendance; and in some towns, noticeably in Chapra, Bhagalpur, Monghyr and Cuttack, the audiences were large and appreciative. In a new adventure of this sort a great deal depends upon the attitude of district officers, and when a Commissioner or Magistrate or Judge presides at the lecture, there is a much greater likelihood of a large audience gathering. On the other hand, when Government officers have no time to attend the lectures it cannot be expected that other people will turn out in large numbers and they do not do so.

Model Rules for Sanitary Inspectors.

The set of model rules and standard forms for the guidance and use of Sanitary Inspectors in municipalities was approved by Government and issued during the year.

Sanitary Survey.

The scheme for carrying out a complete survey of the province which was prepared in the previous year had to remain largely in abeyance owing to the lack of funds and of the necessary trained staff. But that part of it was taken up which deals with the survey of the larger cities in the Province and the Deputy Sanitary Commissioners were instructed to make surveys of two large towns each, *viz.*, Patna, Gaya, Ranchi, Bhagalpur, Cuttack and Puri. This work was begun during the year, but has not yet been completed and the reports will be submitted subsequently.

REPORT OF THE SANITARY COMMISSIONER FOR 1916.

[Bengal.]*Comparative Vital Statistics.*

The Central Provinces that had been returning the highest birth rate for some years past had to yield this place of honour during 1916 to Punjab, where it amounted to 45·59, the former standing second with a ratio of 43·85 against 47·95. The United Provinces maintain the third place occupied by them last year with a ratio of 43·09 against 43·49. These are the only three provinces in which the birth rate during the year under report was over 40 per mille, and they were followed by Bihar and Orissa and Bombay, the rates in them amounting to 36·6 and 35·98. The lowest rate was returned by Assam, *viz.*, 30·52, Bengal occupying the next higher place with a slightly increased rate, *viz.*, 31·89 against 31·80, while Madras that stood last is now last but two, the rate being 32·54 against 31·2. As regards deaths the highest rate was returned by the Central Provinces, *viz.*, 39·95 against 35·91, while Punjab, which headed the list last year now stands fourth, with a ratio of only 30·70 against 36·33. Bombay that was much lower down the list last year now occupies second place with a considerably enlarged rate, *viz.*, 33·32 against 26·12, Bihar and Orissa coming next with a ratio of 32·8 against 32·2. Bengal which stood fourth is now eighth in the list with a rate of 27·37 against 32·83. Considering both births and deaths, Punjab was the healthiest of all the Provinces, the excess of births over deaths here amounting to nearly 15 per mille, the next last province being the United Provinces where this excess was over 13·50.

REPORT FOR THE TRIENNIUM, 1914 TO 1917.

[United Provinces.]*Combined Birth and Vaccination Registers.*

Combined vaccination registers prescribed in 1914 to replace vaccination registers I and II used in the municipalities, notified areas and cantonments have not yet been adopted by many local bodies. Their attention has, however, been invited to the advantage of the new forms.

Mode of Vaccination.

From experience it was found that the method of vaccination on both arms caused inconvenience to both infants and adults, more especially the latter, the right arm being incapacitated for work for some days and that when re-vaccination was carried out the scarification was often made on the scar of the previous primary operation rendering the distinguishing of the primary from the re-vaccination scar difficult. With a view to obviating these difficulties a circular letter was issued with the approval of Government to all District Superintendents of Vaccination in the United Provinces,

in June 1916, directing that when two insertions were to be made all primary and secondary vaccinations should be performed on the right arm only, while re-vaccinations were to be done on the left arm.

PILGRIM COMMITTEE.

ORDERS OF GOVERNMENT ON THE PROPOSALS OF THE PROVINCIAL COMMITTEES.

[Madras.]

In 1912 the Government of India appointed Provincial Committees presided over by the Sanitary Commissioner with the Government of India to make a comprehensive enquiry into the possibility of improving sanitary arrangements at pilgrim centres. It was arranged that the Committees should submit their reports to the Local Governments concerned and that, at the conclusion of the enquiries, the Sanitary Commissioner with the Government of India should draw up a report on the whole subject for the consideration of that Government. The report of the Madras Committee has already been communicated to all local bodies and officers concerned, and orders have been passed on some of the matters dealt with in that report. The report of the Sanitary Commissioner with the Government of India has now been received and is communicated to all local bodies and to the Sanitary Commissioner and other officers.

The Committee made detailed suggestions in regard to matters under the control of Railway administrations such as accommodation, facilities for the booking of passengers, food and water-supply and conservancy. No general orders can be issued on these matters pending the further communication promised by the Government of India. In the meantime the Government would invite the attention of the South Indian Railway administration to the suggestion of the Committee in regard to sanitary arrangements in railway carriages. The Committee, while considering that the sanitary arrangements in railway carriages on the South Indian Railway are satisfactory, suggested that two sweepers with large drums of diluted antiseptic lotion should be attached to each train to keep the latrines in the third class carriages clean. The General Traffic Manager states that the cleaning of the latrines can be done at the watering or engine-changing stations, but the Government consider that the cleaning is more likely to be done properly if a continuous conservancy service is maintained. The Railway administration is requested to arrange for this being done as far as possible.

As regards the supply of water to passengers, it is suggested that the water should be analysed periodically at the King Institute and that filters should be abolished, the water being supplied only direct from hydrants. In the year 1913 the Government directed the periodical examination at the King Institute, free of charge, of the

water supplied to passengers by the South Indian Railway Company at refreshment rooms. Subsequently, however, they decided to discontinue the arrangement, the Director of the King Institute having expressed the opinion that the periodical examination of the water at practically every station was necessary in order to safeguard the health and comfort of the travelling public. The Government now consider that it is not necessary to go as far as this and that a scheme may be formulated under which periodical examination of water might be confined to that supplied at important stations where there is a large influx of passengers, the minor stations being left alone for the present. The Sanitary Commissioner is requested to report the arrangements which should, in his opinion, be made to give effect to this proposal.

It is suggested by the Sanitary Commissioner with the Government of India that arrangements should be made whereby civil authorities will assist Railway administrations by conveying warnings as to the probable number of pilgrims travelling in a particular year. Orders on this subject will be issued in the Public Works Department.

Paragraphs 21 to 23 of the report are devoted to the measures necessary for dealing with cholera infection at pilgrim centres. Defects in the existing procedure are severely criticized and two important recommendations are made. The first of these is that outbreaks of cholera should be much more carefully investigated than at present as regards their origin and that much greater detail should be recorded in the registers of medical officers. The Sanitary Commissioner is requested to submit proposals as to the form of record to be kept and to indicate general lines on which investigation should be made regarding the origin of each outbreak. The second suggestion is that whenever cholera breaks out at a festival, the Sanitary Commissioner should be warned by wire, that he should be informed whether the affected persons are visitors to the town and, if so, that he should be given particulars as to where they come from and where they propose to go. This course should invariably be adopted. The Sanitary Commissioner with the Government of India promises a separate communication on the further suggestion that there should be co-ordination between the several Provincial Sanitary Commissioners in connection with cholera statistics. In the meantime the Government of India desire that the orders issued in their letter No. 2 Sanitary 91-99, dated 18th March 1891, should be complied with if this is not already done. It may be noted that in January 1891 this Government approved the suggestion of the Madras Sanitary Board that the Sanitary Commissioner of the various provinces should warn each other whenever there was any probability of the spread of cholera from one province to another and that it was at their instance that the Government of India issued the general order of March 1891 above referred to. The Sanitary Commissioner is requested to see that these orders are carefully followed. Attention has already been drawn to the necessity of training medical officers deputed for cholera duty in the modern methods of treatment.

The Government consider it desirable that the orders and

instructions issued from time to time on the subject of the medical and sanitary arrangements to be made on the occasion of fairs and festivals and the suggestions now made by the Committee on the same subject should be embodied in a compact pamphlet of rules and suggestions for the guidance of local bodies and officers concerned. The Sanitary Commissioner is requested to compile such a pamphlet and submit it for the approval of the Government.

*PART IV—Miscellaneous.***THE MYSORE FOREST CONFERENCE.****Speech by the Dewan of Mysore.**

OPENING OF THE CONFERENCE ON 1ST OCTOBER 1917.

GENTLEMEN.—I am glad of the opportunity afforded me to be present here to-day to meet the members of the Forest Association and to learn at first-hand an account of the varied activities and the growing needs of your department. Although the Association was started three years ago, I learn this is the first time you meet in public conference. If it is remembered how materially the forests contribute to the general revenues of the State and how many new problems connected with forest exploitation have been pressing for solution in recent years, you will agree that active study and propaganda work in the present form have begun none too soon.

We have all listened with much interest to the exhaustive account of the growth of the Department given in the address of the President of your Association. Mr. Rama Rao has sketched the history of the Forest Department in Mysore from its small beginnings in the middle of the last century to the present position of importance to the State. He has also made a graceful reference to several honoured names who have in the past helped to build up the Department, from Mr. L. Ricketts, the first able non-professional head of the Department after the Rendition, down to Mr. Muthanna, who retired after rendering meritorious service three years ago. Mr. Rama Rao's own administration of the Department during the past three years has been marked by much capacity, many useful activities and sustained enthusiasm.

We have a great wealth in our forests which, even when viewed exclusively from the point of revenue, is becoming increasingly important. But it is admitted on all hands—and this without any disparagement to the work already done—that a very wide scope still exists for improvement. With the increasing pressure of population, the nearer forests have disappeared, while the exploitation of remoter ones has been very superficial. For lack of roads and transport facilities, valuable trees are not get-at-able. They are hidden away in dense forests. And while timber is left to rot in this manner, much material of the same quality is being imported from outside, some even from Australia. There is considerable demand for wood for furniture, for house-building, for industrial uses, such as timbering

tunnel work on the Kolar Gold Fields, etc. Mr. Rama Rao has told us that many inferior woods are choking valuable forest areas to their great detriment, while fuel near Bangalore is being sold at famine prices.

The question of fuel supply in the maidan districts is assuming an acute form and the cultivator continues to use cattle droppings as a substitute to the great loss of agriculture.

A substantial part of our forest revenue has always come from sandalwood. At the present time, on account of the manufacture of oil within the State, the question of sandal conservation has become extremely important. The spike disease is said to be spreading over sandal areas at an alarming rate. But, the Forest Departments, both in British India and in Mysore, are keenly alive to the necessity of taking immediate measures to stamp out the disease. The elephant khedda operations, which are another distinguishing feature of forest work in Mysore, are also susceptible of improvement so as to minimise loss of life and yield more revenue.

The development of forest industries is a question of growing importance. We have abundant inferior woods available for wood distillation, bamboos for paper pulp and soft wood for pencils and matches. We have also canes, grasses, tanning materials, dyes, resins and other minor forest produce. The profitable use of these raw products on commercial lines will require much study and preparation on the part of the officers of the Forest Department as well as of the Department of Industries. A sustained effort is necessary to develop the industries both to increase forest revenues and to provide occupation to people living within or in the neighbourhood of forest areas. Government have placed two officers on special duty for this work, although they are aware that no immediate commercial results can be looked for.

The question of the re-organisation of our forest establishment is under the consideration of Government. In recent discussions on commercial forestry it has been suggested that the Indian Forest Department should be divided into two distinct branches; one a technical branch whose only concern should be to conserve the forests and grow the raw material; and the second, a commercial branch which should exploit the forests and put the produce on the market. This suggestion has to be borne in mind in any scheme of re-organisation, and we must realise that our great need at present is the strengthening of the department on its industrial and commercial side.

We shall also soon have to make up our minds to invest a specific amount of capital, perhaps at the rate of about 5 lakhs a year in the construction of tramways, roads and other transport facilities, saw-mill, etc. Regular capital and revenue accounts should be maintained for the development work so undertaken. I am sure such outlay like the investments in the hydro-electric works and the Cauvery Reservoir will yield a handsome return within a very short time. The requisite railways, tramways and roads are being projected and Government are fully alive to the necessity of a liberal expenditure on forest works and establishment at the present time.

Mr. Rama Rao has already referred to the training of the staff for all grades of the service and all departments of work. Under his auspices, a class was started last year for training foresters and guards. A scheme for opening a rangers' class is under consideration and will probably soon materialise. Five and 30 years ago, we had for a short while a class in the Central College for training forest officers but at present we send young men to be educated in the Colleges in British India and foreign countries.

For the rest, I trust we may in future look to this Association for encouraging studies in various branches of forestry with special reference to local conditions. A good circulating library of forest publications and a quarterly journal such as is now proposed, would be a valuable beginning for spreading scientific information of practical value. Mr. Rama Rao has obtained sanction for starting the nucleus of a Research Laboratory which he hopes to develop into a regular Research Division at no distant date. The example of the members of the Mysore Engineers' Association might be usefully followed and departmental officers might specialise in subjects connected with the conservation and improvement of our forests and their economic exploitation. If each branch of forest work is allotted for study to two or three officers, we will always have a well-informed body of professional men and there will be no dearth of experts for the future work of the country.

There is one more subject which I should like to touch here because it may not receive adequate consideration in a Conference composed purely of professional men and departmental officials. I refer to the relations between the Forest Department and the rural population generally. The raiyats complain that the State Forests are brought too near inhabited villages, that the Department is unsympathetic and that it imposes harassing restrictions on their supply of fuel and fodder from forests which they look upon as their natural and immemorial birth-right. They regard forest officials of every grade as their hereditary foes. Their antagonism is as old as the Department itself. Of course, an exaggerated view is often taken on both sides. The peasant wants nothing less than a free license to hack and hew to his heart's content and to remove without let or hindrance whatever forest produce he can lay his hands on. On the other hand the cultivator has to contend against the petty tyranny and sometimes the cupidity of the minor forest officials. Recently Government had certain complaints of this character in the Shimoga District investigated by a committee. I need not stop to explain the results as the orders of Government on the report of the committee have already been published. The zeal displayed in preserving and protecting the forests in the interests of Government revenue and of future generations is commendable, but it should be tempered with discriminating sympathy for the needs of the poorer population who have no means of obtaining their daily supply of fuel or fodder for their cattle and who are too poor to buy these necessities.

Our out-look is widening. Conservation and exploitation are not the only matters requiring attention at the present time. The

problem is a larger one, namely how to get the best commercial results from our magnificent forests while preserving and improving their capital value. This Conference will, I hope, be a regular annual function and become the centre of many useful activities for promoting the scientific and business side of our forest administration. Such activities, I need hardly add, will be watched with keen interest and receive the unstinted support of His Highness the Maharaja and his Government.

I trust the enthusiasm which is now apparent will be sustained and that it will increase with time to the mutual advantage of the profession and the valuable State property intrusted to its care.

Address by the Conservator of Forests.

It is a happy augury for the future of Forest Association that it has been fortunate to enlist the sympathies of Sir M. Visvesvaraya, K.C.I.E., Dewan of Mysore, who notwithstanding the heavy calls on his time, readily acceded to my request to open the Conference. With the rapid growth of the Department in recent years, problems began to crop up in quick succession requiring joint deliberation and thorough discussions on the part of Forest Officers, before arriving at practical solutions. A need arose, therefore, for their annual meeting in which a free and frank discussion of the various problems could be held and the line of action determined. The Forest Officers who had assembled in Bangalore to give a send off to Rai Bahadur Muthanna, early in July 1914, took advantage of the occasion and resolved to start an Association to meet this long felt want, and to commemorate his long and useful connection with the Mysore Forest Department. Before requesting the Chairman to declare the conference open, and with his kind permission, I take this opportunity to outline briefly the origin and development of the Mysore Forest Department.

History.

Till about the middle of the last century, forests were annually rented out to the highest bidder who had no interest in them beyond making as much profit as possible. The wholesale destruction of tree growth caused thereby, first attracted the attention of Col. Onslow, Superintendent of Nagar in 1847, who bewailed the total disappearance of teak in the vicinity of the river Tunga where it once abounded.

2. The conservation of forests on climatic grounds first attracted the attention of Government in 1847, when Dr. Cleghorn was charged with the general duty of supervising forest matters under the orders of the Superintendent of Nagar. The renting of forests was immediately done away with and the Kumri cultivation brought under control. A small establishment costing Rs. 140 a month was entertained in 1858, making the beginnings of forest conservancy in Mysore, when an impetus was given to the formation of plantations especially of teak. Dr. Cleghorn was succeeded by Drs. Kirkpatrick, Oswald and Lt. Miller, the last of whom was appointed Assistant

Conservator along with two others, when the Forest Department was formed at the instance of Mr. Bowring in 1864, with Major Hunter as the first Conservator. Previous to the formation of the Department, the forests of the three Divisions were worked by Commissioners on various systems. No common legislation was attempted and the only rule that obtained pretty generally was, that a raiyat could obtain any wood, except teak and sandal, upon payment of a seigniorage of one rupee per cart load.

3. Sandal formed a separate department by itself until the year 1836-37, when it was amalgamated with the Revenue Divisions. It was collected under the supervision of Revenue Officers assisted by "Manegars," at the Divisional Koties, where it was periodically sold by public auction. Stills for the manufacture of oil were established in 1848-49, and the value of their out-turn up to the year 1861-62, was Rs. 70,777 as against the working charges of Rs. 39,454. There were three movable stills in 1861-62 at work, but as Dr. Bidie declared on inspection, that there was a great waste of valuable wood from the unscientific process of distillation pursued, they were given up. A revival of distillation was attempted in the nineties, when a concession for ten years was actually granted to Mr. Petrie Hay of Hunsur, but nothing came out of it, the prevalent opinion at the time being that it would be more advantageous to distil oil in America than establishing stills here.

4. Major Hunter was succeeded in 1865 by Lt. Van Someran who continued as Conservator of Forests till January 1879, when the Forest Department was abolished as a separate unit of administration owing to the then impending Rendition of the State. The number of Assistants was gradually increased to 10, of whom, three held charge of the Divisions of Nagar, Ashtagram and Nandidrug. Forest legislation was undertaken in 1865; one of its first acts was to prescribe the duties of forest officers in the matter of promoting conservancy, to reserve some forests as government reserved or "royal" forests, and to form two classes of reserved trees. The first class was sold on payment of seigniorage and the second class given free to raiyats and on prescribed seigniorage to traders. All other unclassified trees were free to raiyats but had to be paid for by traders at one rupee per cart-load. The right of individuals for trees growing on their holdings was recognised and the Conservator given powers to forbid fellings in overworked tracts. Several acts injurious to forests were brought within the pale of law by constituting them into offences. Licenses for felling and passports for removing the forest products were, for the first time, introduced. As a result of the inspection of forests, by Sir D. Brandis (then Dr.), Inspector-General of Forests, the Forest Rules were revised in 1869, enlarging the powers of Forest Officers with regard to State Forests and enhancing the legislative sanction to a fine of Rs. 500, against Rs. 50 provided in the old rules. The rights of Inamdars to timber and sandalwood growing in their lands were clearly defined as also the rights of Kanholders in the Malnad. These rules which did not provide for the adequate security of District Forests, were subsequently replaced by

the rules of 1878, framed on the principles of the Indian Forest Act which had just then come into force. This enabled the framing of subsidiary rules for protecting the District Forests as well. It would be interesting to note that casuarina plantations were started by the Department during this period for supply of fuel to Railway, Bangalore City and Civil and Military Station, an example which was eagerly followed by private agencies which now own a large number of plantations.

5. The Department remained without a presiding Officer for two years during the latter part of the British Administration and for the first five years after the Rendition. During this interregnum, in which the establishments were reduced to a minimum and placed under the Revenue Officers, the administration, from a forest point of view, was given a general set-back. The reserved forests were left without adequate protection, excessive and unregulated felling being mainly responsible for increased revenue which amounted to Rs. 6,58,000. At the close of 1884-85, there were 938 square miles of reserved forests and plantations, of which only 597 square miles had been brought under fire-protection.

6. In 1885-86 recognising the necessity for a Departmental head, Government were pleased to appoint Mr. L. Ricketts as Inspector-General of Forests and Plantations, and to entrust him with general control of Forest Administration in the State. A good deal of solid progress was effected in the period of ten years during which Mr. Ricketts presided over the Department, by the addition of upwards of 700 square miles to the State Forests and Plantations, and 800 square miles to the area under fire protection, besides encouraging plantation and sandal reproduction. The revenue went up to Rs. 13,38,000. The establishments were also revised and augmented. The *cadre* of controlling staff was raised to 18 officers including the Inspector-General, a number which practically remains the same to this day, though conditions have changed beyond recognition. Three Mysore graduates of the Madras University were, for the first time, deputed to the Imperial Forest School, Dehra Dun for training in 1885.

7. Col. J. Campbell Walker succeeded Mr. Ricketts in December 1895 under the designation of Conservator of Forests and was in turn succeeded by Mr. J. L. Pigot. Rai Bahadur M. Muthanna came next and held office from December 1901 to 30th June 1914. The advent of Col. Campbell Walker may be said to mark the modern period in the history of the development of the Forest Department. The administration passed again into professional hands. The conservancy, protection and improvement of the State Forests proper, were placed on a scientific basis, and the financial resources steadily developed from Rs. 13,38,320 in 1894-5 when Mr. Ricketts retired, to about 45 lakhs in 1916-17, which is the highest on record.

8. I do not wish to occupy much of your time by going into the details of progress. I ask for your indulgence to allow me to say in brief, that under the fostering care of His Highness and the steady encouragement of his Government, valuable forest tracts have been reserved, and the State Forest area now stands at 3,103.74 square miles

representing 10·54 per cent of the total State area. An impetus for opening out the forests was given by Mr. Muthanna, by the construction of roads and bridges. Rest-houses and lodges for facilitating inspection and quarters for housing Range Officers, Foresters and Guards were constructed whenever necessary, the amount spent on these works of improvement during the decade ending 1915-16 being Rs. 4,38,169. Extraction of forest products by purchasers was encouraged and mechanical transport introduced. The Tarikere-Narasimharajpura Tramway was constructed mainly at the instance of the Department to facilitate extraction of timber from the Lakkavalli Forests. A saw-mill was set up for converting logs into sawn scantlings for which there has been a growing demand of late. The important work of providing forests with working plans has been pursued vigorously by detailing two officers solely for the work and 650 square miles of State Forests have been provided with plans up-to-date. A Forest Regulation was enacted and brought into force in 1901, and in 1904, a Code dealing with the organisation of the Department and its relation with Revenue Officers was also introduced. A Forest Manual has been compiled and is now undergoing scrutiny. Rules defining the rights and privileges of agriculturists in District Forests were promulgated in 1901, and later on the Malnad Ryots' Privileges Rules were also framed. A Topographical survey was organised in 1904. For the better protection of game, certain State Forest areas were constituted into Game Preserves and a special officer appointed to look after these, assisted by a requisite staff. A Game and Fish Preservation Regulation was also enacted. The revenue Districts of Mysore and Shimoga were divided into two Forest charges each, to ensure efficient supervision, they having been found too unwieldy for the purpose. The extent of executive charges were also reduced by the addition of 11 more Ranges. The Ghaut Forests were explored and a Special Officer was placed on deputation to gauge their possibilities. The paper pulp and match industries have been thoroughly investigated and the services of a special officer entertained to develop the industrial side of the Department. One of the local Forest Officers has been deputed to America to study lumbering and wood-distillation. A net work of forest tramways has been proposed in the Shimoga and Kadur Districts for the better extraction of valuable timbers and for the profitable utilization, for iron-smelting, of inferior and unsaleable materials which are at present choking these valuable forest areas to their great detriment. One plant at Bangalore and another at Mysore for distilling sandal oil, have been at work with the object of dealing with the entire sandal out-put of the State. A Vernacular School has been established for the training of Foresters and Guards in the elementary principles of practical Forestry. All this has been achieved by dint of zeal and hardwork, imposing not a little strain on the staff, whose strength remains practically unaltered since the early nineties.

9. Now, passing on to our pressing requirements, I may be permitted to say that a valuation survey of the sandal resources of the State is urgently called for with a view to placing its exploitation

on a sound scientific basis. Apart from the want of other data, the ravages of the spike disease prevalent for some years in parts of the State, make it difficult to estimate the accurate annual yield. The only remedy, if it can be called one, resorted to is the uprootal of diseased trees. The effect of the operation on the progress of the disease is inappreciable. Dr. Coleman has been entrusted with its scientific investigation. The appointment of a biochemist has been recently sanctioned by the Government to assist him in this work. The results of the investigation are awaited with great interest. The founding of a Research Division, to conduct scientific investigation into the sylvicultural requirements of our valuable species and into matters of forest interest generally, is also a pressing necessity for the intensive working of the forests in order to meet the steadily growing demand, to ensure sustained yield of raw products for local forest industries, and to examine the possibilities of the various forest products which are now practically going to waste. A school for the training of Rangers is also a desideratum, rendered more acute on account of the limited scope for training that exists outside the State and the rapidly growing demands of the department for trained men.

Valuable species of timber are very well represented in the rich forests of the Mysore, Shimoga and Kadir Districts, but their extraction to the extent of the annual possibilities of the forests has been greatly hampered by the extensive nature of the existing executive charges and the meagre establishment at the disposal of the Department. With a view to remedy these shortcomings, a reorganisation of establishments, having for its object, the intensive working of forest areas has been proposed and quinquennial programme of roads and triennial programme of buildings arranged.

The Department is badly handicapped for want of a building of its own in Bangalore. The different branches of the Department such as the Conservator's Office, Forest Research Division, Working Plan Office, Forest Survey Office, Museum of Economic Products, Rangers' School and Library, it would be advantageous to locate in one or two blocks, so that the co-ordination of work may be facilitated thereby leading to useful results in the interests of Forests and the further development of their resources. With the exception of the revision of the controlling staff, proposals have been formulated in all other directions, and are under the consideration of Government. To record from time to time, the varied activities of the Department and to serve as a medium for the useful discussion of the different forest problems, it is found necessary to publish a scientific journal every quarter under the auspices of the Forest Association.

10. Though the beginnings of forestry in Mysore can be traced back to the year 1847, systematic methods of management were not quite characteristic till the advent of Mr. Ricketts. Progress on scientific lines dates with Colonel Walker. At every turn, the administration found itself handicapped for want of a properly trained staff. Mr. Muthanna did much to supply this want. Much attention is being paid to bring the working of the several forests under carefully prepared Working Plans, to investigate the forest wealth of

Mysore and to develop the economical and industrial aspects of forestry. Industries contributing materially to the prosperity of the State are rapidly taking shape. Much has been accomplished and more remains yet to be done. With the earnest endeavours of the Forest Officers and co-operation of other sister departments on the one hand, and the sympathy and support of Government on the other, I am sure, the desired success is well within our reach.

11. The history of the Department will not be complete without a reference to Kheddass which is a unique feature of the Mysore Forest Department. To protect the peasantry from the depredations of elephants on their field crops, a capture was first organized by Col. J. L. Pearse, Superintendent of Ashtagram Division in 1867, but the attempt proved abortive. A successful capture was effected six years later in 1873 by Mr. Sanderson, who became the head of the newly formed Khedda Department. Mr. K. Shamiengar succeeded Mr. Sanderson and continued in charge till the abolition of the Department in 1898. Thereafter, the work devolved on the Forest Department which effected a few successful captures off and on as occasions arose, with the help of elephant-hunters from Dacca as before. The elephant capture in Shimoga in 1912 demonstrated that the local people were quite as good as the Dacca men when properly led. The importation of the latter in large numbers has been given up and it is intended to conduct the ensuing kheddass, in the Chamrajnagar Forests, with the assistance of local men.

MEETINGS OF DISTRICT OFFICERS.

Mysore District.

Conferences of District Officers are reported to have been held in the Districts of Shimoga, Mysore, Tumkur and Hassan in pursuance of the following instructions contained in Government Order No. 87—E. A. G., dated 10th March 1917.

“The Deputy Commissioners will be requested to hold, from time to time, and on convenient occasions, a meeting of the principal officers employed in their districts for the purpose of discussing the district wants and questions, especially those in which officers of more than one department are interested. The officers to be invited to the meeting will be determined by the Deputy Commissioner. They will ordinarily be the District Judge (if resident at the station), the Executive Engineer, the Superintendent or Superintendents of Police of the District, the Revenue Sub-Divisional Officers, the District Treasury Officer, the District Medical Officer, the District Sanitary Officer, the District Excise Officer, the District Inspector of Education and the Economic Superintendent. Any of these officers may send to the Deputy Commissioner subjects for discussion at the District Meeting with notes of their views. The Deputy Commissioner will draw up and circulate the *agenda* of business in good time to enable the officers invited to the meeting to study the subjects and come prepared with their views. The meeting will be presided over by the Deputy Commissioner who will also maintain a note of the discussions arrived at and see that action is taken in accordance therewith.”

The following are extracts from the proceedings of the meeting held in the Mysore District :—

Responsibility of Revenue, Medical, Sanitary and Police Departments in dealing with epidemics.

One very important point is for Revenue Officers to secure prompt information of outbreaks of epidemics from the village officers. For this purpose it was considered desirable that forms in three separate colours for plague, small-pox and cholera should be supplied to all village patels. At present many patels are ignorant of the fact that they are to make special reports of the outbreak of these epidemics and content themselves with entering the deaths in the Birth and Death Register. When special printed forms are supplied, there will be no excuse for not reporting cases as they occur. It was generally agreed that the work of the Medical Department should be curative and that of the Sanitary Department preventive. It would be the duty of the Sanitary Inspector under the directions of the Amildar and the instructions of the District Health Officer to adopt all necessary measures to prevent the spread of the

epidemic. But the Sub-Assistant Surgeons would also as far as possible help in the preventive measures. Sub-Assistant Surgeons are not at present given their travelling expenses when they travel expeditiously on cholera duty within a radius of 5 miles from their headquarters and when the distance travelled is less than 20 miles they do not get the proper rate of mileage. In view of the risks they run and of the facts that conveyances are to be had only with difficulty for going to villages visited by epidemics, it was considered that Sub-Assistant Surgeons should be given the full rate of mileage, *viz.*, four annas per mile, both for outward and return journeys and irrespective of the distance travelled. It was also agreed that a similar concession should be shown to the Sanitary Inspectors. The District Health Officer brought to notice that Sanitary Inspectors had no money to meet any urgent expenditure. The Deputy Commissioner explained that imprests had been given to all the Amildars and that the Amildars should arrange to give some portion of their imprest to the Sanitary Inspectors. In times of epidemics Sanitary Inspectors should be permitted to engage coolies and incur other petty expenditure without waiting for the previous sanction of the Amildar. It was brought to notice that disinfectants are not kept in sufficient quantities in all taluks. It was resolved that arrangements should be made to keep not less than 10 lbs. of permanganate of potash in each taluk office and with each Sub-Assistant Surgeon and also a sufficient quantity with the District Health Officer. Some cases of delay in reports of epidemics reaching Sub-Assistant Surgeons were mentioned. These were traceable not to any delay in the Amildar's Office but in the patels reporting the cases to the Taluk Offices. It was resolved that patels should be advised to report cases direct to the nearest Sub-Assistant Surgeon as well as to the Taluk Office. As regards the responsibility of the police, it was brought to notice that dealing with epidemics was no part of the regular duty of the police, but it was considered that police help should be made available wherever possible for watching sources of water supply and preventing their contamination but care should be taken that the police subordinates deputed are not subjected to unnecessary risk of infection.

Measures for Improvement of Sanitation in Villages.

It was resolved that at least all the Unions of the District numbering 84 should be dealt with during the ensuing year, that programmes should be prepared by the Sanitary Inspectors under the guidance of the Amildars and the District Health Officer and that after the programmes are approved, the necessary estimates should be prepared by competent agency. It was resolved that for simple sanitary works, Sanitary Inspectors should prepare the estimates. A sum of not less than ten thousand rupees for improvement of villages should be allotted in the District Fund Budget for the next year.

Introduction of Trial by Jury in Mysore.

It was considered that it would be necessary to have a better class of men than are now selected as assessors, that as there would

be about 30 cases triable by Jury per year, each requiring seven Jurors, some 210 Jurors would be necessary in one year and that for this purpose a list of about 400 men would have to be prepared. In order to ensure a sufficient number of men of the right class it was resolved that all classes of officers of the Education Department, clerks in the various offices and other educated persons resident in the town should be brought on the list.

Report of Crime by Village Officers..

The printed form recently introduced is said to be satisfactory, but it is not used in many taluks. The matter should be enquired into and the use of the form insisted upon. The first Class Magistrates present brought to notice that the copy of the form which should come to them is never received by them. As it is probable that these are being received and filed in the Taluk Magistrates' Courts it was arranged to ask Amildar Magistrates to see that the copies received by them be sent to the proper Court.

Land Acquisition Proceedings.

The provisions of the law and the recent orders of Government prohibiting lands being taken possession of before they are acquired were explained. In this connection the question of the lands for the construction of channels in the Yedatore Taluk was referred to. It was found that excavations are commenced and have been nearly finished although in most cases notification of acquisition has not yet been published. It was resolved to take steps to remedy this defect at once. It was further pointed out, in case the owners agree with the departments concerned, there would be no objection to their entering on the land pending final acquisition.

Counter-signature of Estimates received from the Public Works Department.

It was resolved that while simple estimates for repairs due to breaches, etc., may be countersigned and returned at once, some previous local investigation would be necessary in the case of estimates for projects for constructing or restoring tanks and channels before the estimates could be countersigned. With a view to facilitate disposal it was resolved that when a project is taken up by the Public Works Department, the Executive Engineer should arrange to obtain information from the Revenue Department of all the requirements, and similarly, wherever possible, Revenue Officers should also communicate on their own motion the requirements known to them when they ask for any projects being prepared. It was agreed that in the case of large works it would not be possible to send the estimates for the counter-signature of the Deputy Commissioner, but that wherever the provisions made in the estimates are found to be inadequate in any particular or to cause inconvenience to raiyats steps should be taken to remedy the defects. It was also resolved that a list of

irrigation works to be taken up in each taluk should be prepared in the order of their urgency.

Prompt disposal of Darkhasts referred to the Excise and Forest Departments.

The District Forest Officer, Mysore South Division, brought to notice that the delay in disposal of darkhasts by Range Officers was generally due to their inability to find the darkhastdars or to have the lands pointed out to them. It was decided that darkhasts should not be sent in original to the Officers of the Excise and Forest Departments, that their opinion should be asked for on separate references and that if a reply is not received within three months or if further extension of time is not asked for, it should be presumed that the Forest Department have no objection to the grant of the lands. It was learned during the discussion that the list of lands containing sandal trees to be prepared according to the orders of Government passed two years ago has not yet been prepared. It was resolved to expedite the preparation of the list.

Extension of Village Sites.

It was ascertained that in nearly 50 per cent of the villages there was a demand for the extension of village sites. It was resolved to prepare consolidated statements of the needs of each taluk and if necessary to apply for special staff for town planning. As regards acquisition of lands, it was pointed out that as cost has to be advanced by Government in the first instance, a much larger provision than is now made should be made in the budget for the purpose and also that wherever possible deposits in advance of the probable value of each site be taken from the raiyats as a guarantee of their being in earnest.

Starting and Supervision of Grant-in-aid Schools and Night Schools.

It was stated that there was some confusion owing to schools being opened both by the Revenue Officers and Education Department Officers without mutual communication. The question was discussed whether the duty of the opening Grant-in-aid Schools should be left solely to the Revenue Department and it was resolved that both the Education and Revenue Departments should as at present take steps to start Grant-in-aid Schools, but that list of schools started by the Education Department Officers should be sent to the Deputy Commissioner. In this connection the Superintendent of Police, French Rocks, brought to notice that steps were necessary to improve the literacy of police constables. It was resolved that in taluk headquarters where about 10 constables could be found for Night School classes, schools should be arranged for them and that in other Stations if about 5 constables would be available, steps may be taken by the Revenue or Educational Department officers to secure more people so as to bring up the number of persons available to the minimum required for starting a night school.

Taluk Progress Committees.

The District Economic Superintendent brought to notice that Taluk Progress Committees were doing their work in a mechanical manner and that sub-division officers were unable to keep in touch with their work. It was resolved that sub-division officers should arrange to meet Taluk Progress Committees once in three months.

Village Service.

Mr. B. C. Krishna Sastri, the Sub-Division Officer of French Rocks, brought up the subject of Village Service Reform. He expressed the opinion that the hereditary principle should be done away with and referred to the great inconveniences now experienced in getting the services of competent officers. He promised to prepare a memorandum and send it up for circulation before the periodical meeting

Control of the Sanitary Staff.

The relationship of Sanitary Inspectors to the District Health Officer was considered. At present their diaries are sent through the Amildars to the District Health Officer. The District Health Officer has no powers of punishment and no voice in regard to their promotions. These subjects come up through the Sub-Division Officers who for their part are not in touch with the daily work of the Sanitary Inspectors. It was resolved that the diaries of the Sanitary Inspectors should be forwarded through the Amildar and the District Health Officer should send a consolidated statement of the work of the Sanitary Inspectors in the Division to the Deputy Commissioner every month. As regards disciplinary powers, it was considered that this has to vest in the Revenue Officers, but the Health Officer should bring to notice cases of delinquency of duty.

SUITS AGAINST GOVERNMENT.

The following extracts from the judgment of the Chief Court in the case of *Mr. Murthy Row vs. The Secretary to the Government of Mysore, General and Revenue Departments*, and *Mr. A. Subramanya Iyer, Deputy Commissioner, Mysore District*, deal with the liability of Government and of Government officers to be sued in respect of official acts done or authorised by them:—

JUDGMENT.

This appeal arises out of the proposed acquisition of certain land in Mysore under the Land Acquisition Regulation.

2. The suit is for a declaration that the order of Government authorising the Deputy Commissioner to take action for the acquisition is contrary to the Regulation and of no effect and for an injunction restraining the Deputy Commissioner from taking possession of the land.

3. The first defendant is the Secretary to Government in the General and Revenue Departments and the second is Mr. Subramanya Iyer, Deputy Commissioner of Mysore.

4. The suit has been thrown out on the ground that it is a suit against the Government and that in Mysore suits do not lie against the Government.

5. The question thus determined was not raised in the written statement of the defendants but appears to have been raised before the first hearing and the District Judge framed three issues to deal with it.

6. It will be seen that the suit is not in form a suit against the Government and the written statement did not raise the question whether it would not lie against the defendants.

7. The District Judge would in my opinion have done better to try it on the pleadings or to have had them amended; if he found that the reliefs claimed could be given only in a suit to which the Government is a party, he could have thrown out the suit for want of a cause of action against the defendants; if there is a cause of action against the defendants, it was unnecessary to make the Government a party unless the relief asked for could not otherwise be given.

8. It seems clear that no suit will lie against the Secretary to Government for signing the declaration under section 6 of the Regulation; he signs as an officer empowered to certify the orders of Government and the declaration is made under section 6 by the Government. The Secretary is responsible at most for the publication of the notice and if the notice is not libellous, I do not see how any cause of action can arise against him personally or in his official capacity as Secretary. That, however, is not the principal question.

9. There are observations in XVIII Mysore C. C. R. (1) 92 and in XII M. L. R. (2) 145 to the effect that a suit does not lie against the Government of Mysore and we are asked to re-consider that position.

10. The fact that the Civil Procedure Code makes no provision for suits against the Government and so far as we have been able to ascertain, never has made any provision for such suits in Mysore is evidence that suits against the Government were not contemplated but is not conclusive. Mr. Narasinga Rao however did not shew us any case in which a suit against the Government has been successfully prosecuted. Nevertheless suits against the Government are recognised by the Land Revenue Code, sections 221, 222, 225, 230 and provision is made in article 17 of the schedule of the Limitation Regulation for a suit against Government for compensation for land acquired for public purposes. The latter provision no doubt does not confer a right of action but it suggests the existence of that right, and the provisions of section 222(a) of the Land Revenue Code very clearly declare the right of suit against the Government in the matters to which that section refers.

11. It is very difficult, therefore, to say that in Mysore a right of suit against the Government is unknown.

12. Mr. Narasinga Rao relied on section 3(16) of the General clauses Regulation of 1899 where the Government is defined as the person authorised to administer executive Government in Mysore. On this definition he based his proposition that 'the Government' in Mysore is not synonymous with 'the State,' 'the sovereign power,' 'the Crown,' but is simply a public officer. Assuming that the case is not really carried much farther because the definition alone will not give a suit against a public officer as such. as representing the Government suits do not lie against public officers as such when they are not allowed against the sovereign. The officer being the agent of the sovereign cannot be sued as such when his principal is not liable (*Raleigh v. Goschen* (1898) at page 78); he may of course be sued in respect of his own acts purporting to be done in his official capacity but that is obviously a different thing.

13. At most if the argument has any force, it would allow of a suit against the members of the Government but that would not help the plaintiff to reach the public treasury as of right.

14. The definition in section 3(16) of the General Clauses Regulation will not apply to the Land Revenue Code which was enacted before it, nor to article 16 of the Limitation Regulation where the 'Government' is clearly the 'Government' of section 222(a) of the Land Revenue Code. Nor will it necessarily apply the article 17 or 18 because there the Government is evidently a body capable of paying compensation out of the public funds. The application of section 3 (16) might in these cases be excluded by repugnancy of the subject.

15. The argument of section 3 (16) of the General clauses Regulation does not therefore impress me very much: but seeing that the law does contemplate some suits against the Government, reading

the expression as equivalent to 'the State' or 'the Crown' it would seem desirable that the legislature should provide some procedure for use in these suits.

16. The fact, however, that certain Regulations provide for suits against the Crown does not go far to show that suits will lie apart from statutory provisions and while on the one hand I cannot accept the argument that the jurisdiction conferred by the proviso to section 221 and by section 222 of the Land Revenue Code was given more or less by inadvertence in introducing the Bombay Code into Mysore, I cannot on the other hand accept the existence of that jurisdiction as proving that in Mysore all claims of a civil nature can be advanced against the State by way of ordinary suit, except such as are barred by enactment.

17. Mr. Narasinga Rao did not refer us to any authority historical or other shewing that the common law of Mysore permits claims to be so advanced and I prefer not to pronounce any opinion in this case, because it seems to me that apart from the liability of the State to be sued the plaintiff can get in the suit as framed the relief if any to which he may be entitled.

18. I have no doubt whatever that the Courts can decide whether an act of the Government which purports to be done under the warrant of an enactment is or is not warranted by that enactment and if it is not so warranted to declare that in a suit against the officer authorised to give effect to the illegal act. A public officer who acts illegally cannot protect himself by pleading the authority of the Government.

19. The District Judge considers that a declaration would be fruitless if it cannot be followed by an injunction. It is at least probable that the Government would withdraw a notification declared by the Courts to be illegal in a suit against a public officer, but I do not think the Courts are powerless to issue an injunction in a proper case to restrain a public officer from committing an illegal act. There is no question of a mandamus against the Crown and I cannot see how section 56(d) of the Specific Relief Act stands in the way. It cannot be one of the duties of any department of the Government to acquire land illegally under color of the Land Acquisition Regulation. The injunction would not prevent any legal action on the part of the Deputy Commissioner.

20. In the case of *Releigh v Gosehen* (1898) I Chapter 73, Romer J. lays down the principles applicable to cases like the present and assuming a suit against the Government of Mysore to be incompetent those principles which are of general application and do not depend on a particular constitution may serve to guide us here.

21. The Attorney-General in that case admitted that the Court could enquire into the legal justification set up for an act alleged to be unlawful; and the learned judge held further that the plaintiffs in the case could sue any of the defendants individually for trespasses committed or threatened by them. The remedy for a threatened trespass is of course an injunction and an injunction was asked for in the case. No one suggested that to grant it would be to interfere

with the duties of a public department provided it was granted against the defendants individually and not as a department of the Government.

22. It seems to me therefore that the District Judge is wrong in holding that an injunction cannot be issued in a proper case against the second defendant.

23. I have already expressed the opinion that there is no cause of action against the first defendant for signing the declaration. It is true that the officer, even if he be the head of a department, who authorises or directs a trespass by a subordinate officer can be sued in respect of the trespass but it seems to be impossible to hold that the Secretary in this case is the person who authorised or directed the Deputy Commissioner to take possession of the plaintiff's land. The Secretary is not Government of Mysore and section 7 of the Regulation enacts that it is the Government or some officer authorised by the Government from whom the authority of the Deputy Commissioner is to be derived. The Secretary is not alleged to have received authority to give directions to the Deputy Commissioner; he is merely the hand by which the authority of the Government is transmitted; his signature if it is found in the Government order (it is not in the notification) is evidence that the authority has been given by the Government and nothing more. He is not the Head of a Department of the Executive Government.

HOUSING CONDITIONS IN MYSORE CITY.

The following are extracts from a paper read at the Mysore Social Conference by Mr. T. G. Lakshmana Rao, President of the Mysore Municipality and Mysore Improvement Trust Board :—

Mysore is one of the cities where the want of sanitary dwelling houses is being felt increasingly. Owing to its gradual and steady development in several ways and lately as a seat of University, and a place of Railway junction and New Factories, this Capital City of the State has been attracting a large number of officials, students, traders, and artisans. The influx of these classes of population for some years to come will undoubtedly be on a continuous increase.

This fact coupled with the circumstance that a considerable number of existing insanitary dwelling houses in the City have already been and will hereafter be required to be removed in the execution of the schemes of the Board of Trustees for the Improvement of the Mysore City, tends to raise the seriousness of the situation day by day.

So far as the Trust Board is concerned, it has done all that has been found possible to be done during the last 13 years to help both the population displaced by its operations and other houseless persons to accommodate themselves in suitable dwelling houses, and constructed 86 experimental houses at a cost of Rs. 22,510—10 model houses costing Rs. 13,220, 46 are yet to be built at a cost of Rs. 17,000, created 4,014 building sites both within the City and in the extension valued at Rs. 1,75,478 allotted from year to year, funds aggregating Rs. 81,025 for granting loans for house-building purposes under the rules framed by Government under the City of Mysore Improvement Regulation III of 1903 and as many as 753 loans have been granted up-to-date. Thus in all, the Board has invested already a sum of nearly 3 lakhs of rupees for the above purpose.

The benefit of this investment has been availed of by the displaced population to the extent of 52 per cent and by other houseless persons to the extent of 30 per cent. The balance of 18 per cent of the investment amounting Rs. 53,000 represents the value of 1,100 building sites remaining unsold.

The Trust Board may be prepared to allot funds, for granting house building advances to the extent of a lakh of rupees during the next five years, and it may create 1,000 or more building sites in addition, and build a few more model houses; but it cannot reasonably be expected to render all the necessary aid for adequately housing the needy citizens in general. In discharging this function, it has its own limits and it is impossible for it to push its activities too far. It cannot evidently lend money to everybody who wants to start a building and it cannot undertake to supervise every workshop and dwelling house without discouraging industry and swelling the cost.

According to the Census of 1911 the number of occupied houses in the Mysore City was 14,902. Deducting the number of houses already demolished by the Trust Board subsequent to the date of the

Census, as well as of those to be hereafter removed in the course of execution of its pending schemes, there would remain about 13,000 houses, each tenanted by one or more families. It has been made out that about 15 per cent or 1,950 of these houses are the dwellings let out for rent by their proprietors, living elsewhere in separate houses of their own. Eight per cent or 1,040 of these houses are temporary habitations of persons of middle classes, and the rest of the poorer ones. Though these persons have been used to live in rented houses paying monthly rents yet it is noticed that they invariably evince a desire to own houses for themselves, so as to suit their individual tastes and conveniences.

It is mainly the lack of their means to command the required capital that has prevented them from realising their hopes. The continuance of such a state of things does hardly contribute to the material progress.

It is therefore necessary that facilities for owning houses should be created for such persons whose means are ample to pay monthly rents, but insufficient to pay in a lump the cost of a building. This scheme would then serve also to indirectly ameliorate the condition of those poor families who are compelled at present to live in miserable lodgings as co-tenants, for owing to the resultant fall of rents of the vacated houses they will have the opportunity of better accommodating themselves at a cost well within their reach. It will further help to abate over-crowding and to secure the cordial acquiescence of the public in the arrangements of the local authorities in regard to the general improvement of the sanitation of the City. Professor Geddes in one of his lectures said that the only way of promoting or rather securing thrift among poorer classes is to see that they own a house with some grounds attached to them. The poor man would save every pie that he can, to improve and maintain his house and devote every minute of his leisure to make a garden in the land and increase his income. As a rule a man lost to the world by vices of drinking, etc., can be completely recovered by establishing him in a home of his own.

In the case of the 1,950 families of the middle and poorer classes living in rented houses in Mysore City, a sum of nearly 10 lakhs of rupees will probably be required to provide these with sanitary dwellings varying in cost from Rs. 500 to Rs. 1,500. A supplemental provision of rupees two lakhs for the prospective increase of new settlers in the City is also necessary. There is besides the consideration of providing accommodation for the 1,400 families likely to be displaced by the future operations of the Trust Board, whose requirements may in the aggregate amount to rupees 3 lakhs, so that on the gross a capital of not less than 15 lakhs of rupees will be required for the systematic working of a practical scheme of housing the poor with substantial results.

The persons to receive the benefit of any Housing Scheme are mostly persons of poorer classes who are unable to contribute in any degree towards the capital amount, though some in favourable circumstances may afford to do so to a certain extent. Hence, arises the main question as to wherefrom, and how, the required amount for

working out the scheme is to be had. Various suggestions are thrown out on this point; some of them are, (1) the formation of building co-operative societies, (2) the establishment of workshops with arrangements to turn out all timber and iron materials required in house-building, (3) the manufacture of bricks and tiles by Building Co-operative Societies and selling them practically at cost price and (4) the inauguration of an Insurance Scheme under which the houses built are to become the properties of the policy holders on payment of a certain percentage of the cost of the building as the 1st premium, the succeeding premiums being payable according to Life Insurance Rules. For the practical working of all or any of these suggestions a decent initial outlay and a closer insight into the conditions of the people to be benefited are absolutely necessary. The Mysore City House Building Co-operative Society started in November 1916, has begun to see the difficulties in the way of its working for want of substantial assistance and confidence on the part of the public. In my experience of Mysore I find that the only methods that have found favour among the houseless are:—(1) constructing model sanitary houses and selling them to those who cannot find time and labour to construct their own houses but who are prepared to pay the contractors' profits and (2) granting loans liberally to all others on conditions similar to those existing in the Trust Board. Ten per cent of the outlay may be devoted to the first item and 90 per cent to the second.

In all housing schemes there are two important problems which are not easy of solution. They are:—(1) accommodating the poor who have neither any capital of their own nor any security to furnish but drift from place to place and create congestion wherever they go, and (2) providing suitable sites near their work to the working classes.

What the legislature lays down in the matter of providing dwellings generally for the poorer and working classes in Great Britain is worth mentioning here. The Housing Acts in force there enable not only the local authorities to construct lodgings for the working classes but also any Company, Society or Association established with that object. The local authorities may for the purposes of a housing scheme borrow money either by creating consolidated stock, or taking up money at interest on the credit of the local rates or mortgaging the rates to persons advancing money, or obtaining a loan from Public Works Loan Commissioner on the security of the local rates. The maximum period for which money may be borrowed by those local authorities is 80 years. The lodgings established by the local authorities must be kept unsold for at least 7 years, and if at the end of the period the local authorities determine that it is unnecessary or too expensive to keep up, they may sell them for the best price that can reasonably be obtained for them. Private bodies such as Companies or Associations formed for the purpose of facilitating or encouraging the construction or improvement of working class dwellings may also obtain loans from the Public Works Commissioners subject to the following conditions:—

- (i.) That repayments are made within a period not exceeding 40 years.

- (ii.) That the estate (land or dwelling) mortgaged is free hold for a term of (99 or 999) years absolute of which 50 years is unexpired at the date of the advance.
- (iii.) That the amount of loan does not exceed a moiety of the value of the mortgaged property.
- (iv.) That advances are made by instalments as the buildings progress, provided that the total advances do not exceed a moiety, and a mortgage may be made to secure such advances.

These bodies are authorised to purchase, take, and hold land and are deemed corporate bodies with perpetual succession for the purposes of holding land and of suing and of being sued. The management of houses established by these bodies is not subject to the control of the local authorities except that the houses they build would be required to be built according to the Building Acts or Bye-Laws made in respect of building by local authorities.

It may be seen from these remarks that for want of a required number of sanitary dwelling houses in the Mysore City to meet its growing demands, our situation is becoming serious from day to day, that the Trust Board has already done all what it can reasonably be expected to do for the houseless persons and is prepared to continue its help on the same lines, that for the successful working of a Housing Scheme in Mysore, a capital of not less than Rs. 15,00,000 seems necessary (for its immediate requirements) that the efforts of voluntary agencies working by the hope of profit and by public spirit and the desire to do good are absolutely necessary, and that in every Housing Scheme two intricate points of accommodating the absolutely helpless poor population and properly housing the working class of men near their work, require to be solved. All these points require a careful study with an insight into local conditions and co-operative endeavours of influential and patriotic gentlemen interested in the matter.

I therefore beg to move the Resolution "That a Local Committee comprising persons interested in the safety and welfare of the public be formed to provide, by co-operative study and endeavour a stable organisation for promoting the construction of sanitary dwelling houses for the poor and working classes."

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[1917-18.

PART I.—Resumé of Government Orders.

Financial.

Various changes have been recently introduced in the system of Government accounts and audit, under the advice of Mr. K. L. Datta, Special Financial Officer, whose term of employment in the State has just terminated. His services to the State have been acknowledged in G. O. No. 4749-51—G. M. 368-17-1, dated 20th November 1917. Some of the Government orders passed on his proposals have been referred to in the previous issues of this journal. The principal departments dealt with during the past quarter were the Railway Department (Construction Divisions) and the Department of Mines and Geology. The financial transactions of the one relate mostly to expenditure while those of the other refer to receipts. The rules now passed aim at simplifying and rendering effective the formalities connected with disbursement of money in the case of the Railway Construction Divisions (to which the new account procedure of the Public Works Department is made applicable) and to safeguard the proper collection and accounting of mining revenues in the case of the Geological Department.

The Audit and Appropriation Report for the year 1915-16 deals, as usual, with the divergences between sanctioned allotments and actual expenditure under the various heads and with the nature of the various audit objections raised and settled during the year. The portion dealing with financial irregularities, which is of some interest, is reproduced in the journal.

Revenue.

According to the rules in force, a Government servant is at liberty to take part in the raising of funds to be expended on any public or charitable object. But cases have recently come to the notice of Government in which subscriptions were collected by certain Amildars in an irregular and unbusinesslike manner. It has therefore been ordered

in G. O. No. R. 3886-94—L. R. 478-16-7, dated 12th October 1917 that Revenue Officers should, under no circumstances, identify themselves, without the permission of Government, with any movement involving a call for funds. Further, when such permission is accorded, the officers should associate a committee of respectable men with them and keep regular accounts of receipts and expenditure.

A small but useful measure of decentralisation has been effected by G. O. No. R. 3810-9—L. R. 75-16-6, dated 11th October 1917 which authorises the Deputy Commissioners of Districts to sanction remission of irrecoverable arrears of revenue up to a limit of Rs. 50 in each instance, cases involving a larger amount being referred to the Revenue Commissioner for orders.

The delay in the disposal of darkhasts for agricultural land and building sites has been a subject of frequent complaint from the public, and of frequent admonition to local revenue officers, from Government. In order to ensure greater despatch in the disposal of this important branch of revenue business, Government have issued a set of detailed instructions as to the manner in which applications for Government land should be registered, enquired into and disposed of.

The main features of work done by the department during the year 1916-17 are outlined in the Government review printed at page 18.

Inam Department—Annual Review.
(Page 18)

The Government Review on the working of the Stamp Department during the year 1916-17 shows that there was an increase in both the revenue and expenditure of the department of Rs. 46,228 and Rs. 32,755, respectively, as compared with the figures of the previous year.

Stamp Department—Annual Review.
(Page 19)

Forest.

The question of making arrangements locally for training members of the Forest staff has been for some time past under the consideration of Government. In November 1916 a beginning was made by the opening of a school for training Foresters and Guards. But the question of training the upper subordinate staff still remained. In view of the contemplated expansion of the department and the difficulty of finding sufficient accommodation for local students in the Forest Schools of British India, Government have sanctioned the opening of a Forest School for the training of Forest Rangers in Mysore. In recommending the scheme, the Conservator of Forests wrote:—"It is now generally recognised all over India that in matters of this kind, it would be more advantageous and economical for each Province to make its own arrangements for training its Rangers. Sound practical training which is given under local conditions would be far superior to that under entirely different conditions with which the students may have very little to do when once they have left the school."

Forest School.
(Page 20)

Judicial.

Legal Practitioners.
(Page 23)

The Government order appearing under this head effects important changes in regard to the qualifications required for legal practitioners in Mysore. In future, there will be only one class of Pleaders corresponding to the present First Grade Pleaders and admission to the Pleadership examination will be confined (for a period of three years to begin with) to persons who have passed the first year University examination of the Mysore University or the Intermediate Examination of the British Indian Universities. The educational qualifications prescribed for pleaders, it will be observed, though slightly higher than at present, fall considerably short of the standard laid down in Madras. The Chief Court considered it inexpedient to raise the standard higher than the Intermediate examination. The Judges wrote:—"Some general education is necessary and a knowledge of English is essential, as matters are at present, for all the law reporting throughout India is done in English, and it would be obviously financially unprofitable to try and translate even the authorised reports into Kanarese month by month for the benefit of the pleaders who number now, taking both grades together, not more than 250 or so. But a knowledge of English speech sufficient to enable an argument to be delivered with elegance and accuracy in that language is not essential. If a pleader can read the language and understand what he reads without difficulty, he can maintain his knowledge of current law and practice, and there is no objection to his presenting his case in his mother tongue or the language of the court.

"And to require too high a standard of general education may, in the present state of education in the State, reduce the supply of pleaders below that which is necessary for doing the work of the public."

Registration.

Re-organization of the Department.
(Page 25)

During the quarter, several changes have been effected in the organization of the Registration Department. The pay and prospects of Sub-Registrars, whose grievances have been frequently urged in the Representative Assembly and in the public press, have been improved by the introduction of a liberal scale of salaries. As a corollary to increased pay comes fuller employment of the registration staff and it is proposed to entrust Sub-Registrars with additional duties, which, without interfering with their legitimate work and without involving itineration of any kind, may enable them to relieve the local revenue officers. The control of the department will be transferred to the Revenue Commissioner. Lastly, the functions hitherto exercised by the Inspector-General of Registration in his capacity of Registrar of Joint Stock Companies will be transferred to the Deputy Director of Industries and Commerce.

**Annual Report for 1916-17—
Government Review.**
(Page 26)

The Government review on the working of the Department for 1916-17 shows that the work was satisfactory and that there was an increase of 8·6 per cent in the income of the department which

amounted to Rs. 2,28,649 during the year. It is pointed out that there is scope for improvement in the inspection work and general supervision by the higher officers of the department. In order to ensure this, rules have been recently passed directing District Registrars and Inspectors of Registration to inspect sub-registry offices once a year. The Inspector-General of Registration is required to hold annual inspections of district registry offices and biennial inspections of all sub-registry offices.

A circular has been issued regarding the computation of registration fees leviable on documents relating to property situated partly in the Mysore State and partly outside its limits.

Registration Fees.
(Page 27)

Sanitation.

Protection from contamination which is far more important than the mere sinking of wells, has not hitherto received sufficient attention. Government have now issued instructions that wells which have already been constructed as well as those to be taken up hereafter should be fitted with Myer's pumps which, while making it easy to lift water, will effectively prevent pollution.

In January 1915, a scheme was sanctioned for the construction of drinking water wells in the rural areas of the State and liberal aid was promised from the State revenues and Local Funds for the rapid completion of the works. It was anticipated at the time that all the well works required, *viz.*, about 3,000 would be completed in about three or four years' time. The latest review on the working of the scheme shows, however, that this hope has not been realised and that progress on the scheme has been much retarded. Out of a sum of nearly Rs. 5½ lakhs which was allotted for the construction of wells in the State during the past three years, only a third has been spent leaving a large unexpended balance of about Rs. 3½ lakhs on 1st July 1917. The difficulties encountered in the working of the scheme have been latterly removed by the entertainment of a special staff and the provision of adequate boring implements. Government express the hope that with these facilities more satisfactory progress might be possible in future.

A scheme for the re-organisation of the Public Health Department, since sanctioned, was under consideration during the year. The registered birth-rate was 20·31 and the registered death-rate 16·63 per mille of population, as against 20·03 and 15·53 respectively in 1915. The increase in the rate of mortality was due to the prevalence of plague during the year.

The Government Review shows that various measures of improvement and prevention were adopted to improve the sanitation in the malnad parts of the State and that tangible work was done in various directions. There was a decrease in the number of deaths from fever

Sanitary Department—Annual Review.
(Page 30)

in the malnad districts which is attributed to the free distribution of quinine under the Malnad Improvement Scheme.

Vaccination.

There was a decrease in the number of persons vaccinated in most of the districts during the year 1916. Compared with the average of the preceding five years, the number has fallen short by 7,103. The cost of each successful vaccination was Re. 0-4-8 as against 4 annas in 1915.

**Vaccination Department—
Annual Review.**
(Page 37)

Education.

The introduction of the Boy Scout Movement in some of the Government schools in the State, sanctioned in G. O. No. 3545-9, dated 2nd October 1917 is a matter of more than ordinary interest.

The Boy Scout Movement.
(Page 38)

The modelling of the youthful mind has always been a favourite enterprise of the reformer and various schemes have been advocated or adopted in different countries for the purpose of inculcating noble ideals and useful habits on the rising generation. The moral preacher and the sanitarian hold an admitted sway in this sphere. The temperance missionary has latterly asserted his rights successfully and temperance teaching has become almost universal in India. Attempts have also been made to stimulate, through school curricula, love of nature, love of art, a passion for the study of village maps, enthusiasm for arboriculture, appreciation of well paved roads, etc. Perhaps the one movement of this kind which has shown the best results and the largest promise is the Boy Scout System. As explained in a recent circular by the Government of India, "the movement was in its origin a British movement and was intended primarily for British boys. It was introduced in India in the year 1909 for European and Anglo-Indian boys under the auspices of the Boy Scout Association, a private body which was founded by Sir Robert Baden Powell and which has its head office in England. Efforts have in recent years been made in several parts of India to organise units of Indian boys on the lines of boy scouts, and in some cases, as in the case of some Government High Schools of the Bombay Presidency where good personal influence was secured, these efforts have been attended with a gratifying degree of success." While recognising the great moral and educational value of the system, however, the Government of India emphasised that its success depends on the possibility of securing scout masters of the best possible type—a consideration which will doubtless receive due attention in the Boy Scout arrangements to be made in this State.

Instructions have been issued that the celebration of His Highness' birthday should be made an annual function in all the educational institutions of the State. A suitable programme to be followed on such occasions is prescribed.

**His Highness' Birthday
Celebration.**
(Page 39)

Under G. O. No. 4566-8, dated 10th November 1917, the Oriental Library, Mysore, will be attached to the

Oriental Library, Mysore.
(Page 40)

Mysore University from 1st January 1918 and the management will be entrusted to a Committee of members appointed by the University Council. The extracts from the letter of the Inspector-General of Education which is appended to the Government order give detailed information regarding the present system of work in the Library and the possibility of its improvement.

The orders passed from time to time relating to the construction, maintenance and repairs of educational buildings are re-issued in a consolidated form in G. O. No. 4920-34, dated 23rd November 1917.

Educational Buildings.
(Page 43)

Industries and Commerce.

In order to encourage the local manufacture of medicinal drugs, Government have ordered that the requirements of the Medical Department should be obtained as far as possible from the Mysore

Medicinal drugs—Encouragement to local manufacture.
(Page 46)

Pharmaceuticals Co., Ltd.

Reference has already been made to the transfer of the functions of the Registrar of Joint Stock Companies to the Department of Industries and Commerce.

Joint Stock Companies.
(Page 47)

Agriculture.

Instructions are issued in G. O. No. 3912-22—A. & I. 209-15-12, dated 13th October 1917 regarding the collection of dues on account of sale of agricultural implements to the raiyats.

Sale of Agricultural Implements.

The review on the working of the Agricultural Banks in the State for the year 1916-17 shows that two institutions were working during the year and that eleven banks have not yet discharged the loan obtained from Government.

Agricultural Banks.
(Page 48)

The School of Agriculture at Hebbal will be expanded and two courses of study will be instituted, one for the training of the sons of raiyats who are unacquainted with English, and the other to train Elementary school teachers. The existing arrangements for imparting agricultural instruction in the State are reviewed in the order.

Agricultural School at Hebbal.
(Page 48)

Public Works.

The Electrical Department was last re-organised in 1911 and since then the work of the Department has steadily expanded. The output of power, increased by 42 per cent and the revenue by about 7 lakhs of

Electrical Department.

rupees per annum. In order to meet present requirements, the Department has been re-organised in G. O. No. 1009-11—C. P. S., dated 17th November 1917 at an extra cost of Rs. 32,000 per annum.

Miscellaneous.

At the Dasara session of the Representative Assembly (1917) special committees were constituted from among the members to consider certain selected subjects of general importance and submit definite recommendations to Government not later than the 1st March 1918. The list of subjects chosen for consideration is appended to the order.

Committees of the Representative Assembly.
(Page 51)

The general educational qualifications required for clerical posts in the Government service are prescribed in G. O. No. 75—E. A. G. 40, dated 24th November 1916 (*vide* page 75 of Vol. I).

Clerkship Rules.
(Page 52)

Applications for exemption from the rules having been received on insufficient grounds in a number of cases, Government have laid down the principles which will be followed in granting such exemptions.

Miscellaneous Departments.

The Government Reviews on the annual Reports of the following departments are printed under this head :—

Annual Reports.
(Pages 53—56)

1. Government Museum, 2. Government Stationery Depot, 3. Meteorological Department, 4. Government Press, 5. Archæological Department and 6. Kunigal Stud Farm.

Orders of Government (Mysore).

FINANCIAL.

System of Accounts.

CHANGES IN RAILWAY PROCEDURE (CONSTRUCTION DIVISIONS).

In his note, Mr. Datta points out that as the accounts of Railway Construction are prepared, audited and booked in the same way as the accounts of an ordinary Public Works Division, the reforms in the Public Works system of accounts sanctioned in Government Order No. Fl. 7750-99—G. F. 219-16-1, dated the 22nd June 1917, should be made applicable *mutatis mutandis* to the Railway accounts also.

The Chief features of the revised procedure are :—

- (1) Payment of all salary, establishment, travelling allowance and contingent bills by Treasury Officers instead of by the Disbursing Officers themselves by means of cheques issued on the treasuries.
- (2) Payment of work bills also by Treasuries on presentation of regular bills instead of as hitherto by cheques drawn by Disbursing Officers.
- (3) Grant of separate permanent advances to Disbursing Officers for payment of contingencies and for departmental labour and other small items of expenditure incurred on works.
- (4) Abolition of the letters of credit.

Mr. Datta further observes that the orders communicated in Government Order No. 7849-88—G. F. 221-16-1, dated the 23rd June 1917 in regard to avoidance of rush of expenditure in June should also be applicable to Construction Divisions.

Government agree with Mr. Datta and direct that the new arrangement suggested above be introduced with effect from 1st December 1917. The revised procedure to be followed is the same as is described in detail in the memorandum appended to Government Order No. 7750-99—G. F. 219-16-1, dated 22nd June 1917, except in regard to the following points :—

- (1) The existing system of Audit office check of vouchers with reference to rates and agreements may be retained for the present.
- (2) The existing practice requiring the submission of the statement of temporary works establishment by each Division to the Agent for formal sanction may also be continued,

The Agent is empowered to sanction suitable permanent advances not exceeding Rs. 1,000 to Gazetted Officers in charge of Divisions, and Rs. 300 to Sub-Divisional Officers for works expenditure and Rs. 100 and 20 respectively for contingent expenditure, the permanent advances being recouped by submission of bills at the Treasury.

G. O. No. Fl. 2612-61—G. F. 93-17-2, dated 28th November 1917.

Audit and Appropriation Report, 1915-16.

GOVERNMENT REVIEW.

In his letter forwarding the audit and appropriation report, the Comptroller has raised two general points for the orders of Government.

(i) He proposes that the date now fixed for the submission of the report may be changed from the 15th May to the 15th January in view of the fact that the actuals of the year's transactions dealt with in this report should be ready before the provisional budget estimates are to be prepared for presentation to the Representative Assembly in April.

(ii) The Comptroller also represents that as the memo appended to the annual budget estimate explains all the important differences between the budget estimate of the year current at the time with the revised estimate therefor and as further in the administration report a comparison of the actuals of the year under review with those of the previous year is made, a detailed comparison in the appropriation report of actuals with budget estimate is unnecessary and that it may be omitted in future reports.

Government agree with the Comptroller that the date fixed for submission of the audit and appropriation report should be altered and direct that as suggested by the Special Officer, Mr. Datta, in his Memo No. 46, dated 24th October 1917, regarding the returns to be submitted by or to the Comptroller, the report should in future be submitted to Government, in December in each year and that it be published in the Gazette at the same time.

The audit and appropriation report for 1915-16 which was due to be submitted by the 15th of May 1917, was actually submitted after a delay of about four months.

Government hope that in future, such delays will be avoided and that the report for 1916-17 will be submitted on or before the due date.

As regards the second suggestion made by the Comptroller, regarding the curtailment of the report, Government as already directed in the Order No. Fl. 2874-923—G. F. 221-15-2, dated 9th December 1916, reviewing last year's report, consider it necessary to continue the present arrangement of comparing the actuals with the budget figures as heretofore.

Change in classification.—During the year under review, there were no important changes in the classification of heads. The actuals for the year 1915-16 are shown in the report according to the classification as actually booked in accounts and none of the changes in classification of heads sanctioned since have been incorporated therein.

Actuals for 1915-16—Revenue and expenditure compared with budget.—The budget estimates for 1915-16 provided for a total revenue of 274·02 lakhs and for a total expenditure of 273·70 on the ordinary account and for an expenditure of 66·35 on account of capital outlay not charged to revenue. The actual receipts and expenditure of the year under report were Rs. 296·56 and Rs. 248·30 lakhs, leaving a surplus of 48·26 lakhs. The capital outlay not charged to revenue was Rs. 46·48 lakhs resulting in a lapse of 19·81 lakhs.

Reasons for variations.—The improvement in revenue account in the actuals over the budget estimates of 1915-16 is the combined result of the revenue being higher by 22·54 lakhs, and expenditure being less by 25·40 lakhs, the important variations in both of which have already been referred to in Government Order No. Fl. 725-29—G. F. 166-15-2, dated 31st July 1916.

Appropriation audit.—The excess over the budget grants under the several heads of expenditure entered in para 7 of the report as requiring Government sanction and stated as incurred for reasons explained in the body of the report are hereby sanctioned for being finally admitted in audit.

Government note that the total amount placed under objection under different heads in the Civil Department was Rs. 1,51,000 against Rs. 1,41,000 in last year, being a net increase of Rs. 10,000. The Bangalore District alone was responsible for Rs. 1,02,000 consisting of 915 items, the increase in that district during the year under report having been so large as Rs. 42,000.

Classification of outstanding objections was as follows :—

| | Amount |
|-----------------------------------|----------|
| | Rs. |
| Want of proper sanction ... | 7,000 |
| Want of vouchers ... | 35,000 |
| Service payments for recovery ... | 5,000 |
| Want of detailed bills ... | 68,000 |
| Other objections ... | 36,000 |
| Total ... | 1,51,000 |

Government observe that the amount placed under objection for want of bills and vouchers is very large, *viz.*, 1,03,000 and they hope that very early steps will be taken to reduce the same as there ought to be no payment without a proper voucher.

Under Government Order No. Fl. 4275-323—G. F. 13-16-2, dated 2nd February 1917, the Comptroller has been empowered to write off objections of amounts within certain limits and it is hoped

that with the co-operation of Heads of Departments, the number of objectionable items will be considerably reduced. Government will be glad to have a special report from the Comptroller as to how far a reduction is effected in the number and amount of outstanding objections as a result of these directions.

Objections in Public Works and Railway Departments.—The attention of the Heads of the Public Works and Railway Departments is drawn to paras 14 to 18 and 19 to 20 respectively of the report for taking needful action for the adjustment of the objectionable items reported by the Comptroller.

Financial irregularities.—Government desire to invite the special attention of all Heads of Departments to the several financial irregularities pointed out in the concluding para (21) of the report and to request that instructions for the avoidance of such irregularities in future may be issued to all officers concerned.

Extracts from the Audit and Appropriation Report of the Comptroller.

FINANCIAL IRREGULARITIES.

Double claims.

A supplemental bill for Rs. 9 on account of pay of a Village Elementary School-master in Holalkere Taluk for February 1916 and a grant-in-aid bill of an aided school in Chitaldrug Taluk for Rs. 66 from July 1915 to May 1916 were received for audit countersigned by the Inspector-General of Education. As these claims had already been paid in August 1916 by the Amildar of the taluk in the first case and on bills countersigned by the Inspector-General of Education in the other, the bills were returned to the Inspector-General unpassed.

(ii) Grant-in-aid bill of Bogenahalli Village Elementary School, Gudibanda Sub-Taluk for March 1916, for Rs. 5 was drawn twice, once in voucher No. 435 for May 1916 and for the second time in voucher No. 927 for the same month. The amount drawn in excess was recovered in December 1916.

(iii) Grant-in-aid bill of Village Elementary School, Gundalahalli, Bagepalli Taluk for January 1916 for Rs. 5. The amount was drawn twice, once in voucher No. 1066 for June 1916 and for the second time in voucher No. 1074 for the same month. The amount drawn in excess was recovered in January 1917.

(iv) A District Inspector of Education countersigned a grant-in-aid bill for Rs. 27 of which Rs. 15 had already been drawn and paid. The inclusion of the claim for the second time was explained to be due to oversight. Drawing and countersigning officers should keep records of claims passed by them and consult them before passing claims for previous periods.

Amount drawn for one purpose used for another.

A Vaccinator complained that out of Rs. 17-11-10, due to him on account of his pay from 1st December 1914 to 24th January 1915, he had received only Rs. 6-14-6. The enquiry into his complaint showed

that the balance had been paid to an acting Vaccinator as his travelling allowance for journeys which, after they were made, were found to be unnecessary. The procedure adopted by the Department was irregular and resulted in a wrong representation of claims and diversion of funds drawn for one purpose to another without rendering accounts for the purpose for which the amount was actually used.

Inordinate delay in closing work accounts and settling contractor's claims.

There were several instances of long delay in execution of even small works and in closing the accounts. One typical instance may be noted. The work of restoring a tank costing Rs. 4,297 was started in 1907-08 and completed in 1911-12 and it was nearly four years thereafter that the accounts of the work were closed and the final claims of the contractor settled. It thus took eight years to carry out and close the accounts of the work. Such dilatoriness must be stopped as its consequences are in every respect bad.

Failure to obtain vouchers in support of payments.

An Executive Engineer submitted during the year 1915-16 as many as 110 certificates in lieu of vouchers in support of a total expenditure of Rs. 7,235-10-5 of which Rs. 512-3-5 was for payment of salary and travelling allowances to establishment. Production of proof of payment is the first duty of an officer who disburses Government funds and the seriousness of neglecting this duty should be brought home to all officers who are entrusted with public funds for expenditure.

Cheques drawn but kept undelivered for months.

An Executive Engineer when asked to explain the unusually large number of uncashed cheques in his division, explained that many of them were kept undelivered for months as the contractors did not show adequate progress in the execution of works. This was an admission that cheques were drawn before they were required for delivery apparently with the object of showing progress of work. In one case the bill contained the following remark by the Sub-Divisional officer: "The cheque may be drawn for the sake of progress but may not be delivered to the party till the undersigned inspects the work and reports as to its satisfactory execution." The procedure adopted by the Executive Engineer was unauthorised and misleading.

Inordinate delay in paying for articles bought.

Materials valued at Rs. 366-13-9 were obtained by the Electrical Department from a firm in August and December 1913 and the payment therefor was made only in August 1916. It was reported that the bills were mislaid and that payment had to be made on a duplicate bill obtained from the firm. The explanation is far from satisfactory. Charges incurred must be immediately paid and it is highly irregular to allow claims to remain unsettled and undischarged indefinitely.

Disregard of rules for purchase of stores.

Government Order No. Fl. 2760-809—G. F. 214-10-88, dated 23rd December 1913 requires that stores costing more than Rs. 250 should be purchased after calling for tenders, unless the articles are urgently required or public interests would suffer by the delay which would occur in inviting tenders. Materials costing Rs. 88,511 were purchased by the Electrical Department without calling for tenders and it was not stated that there was no time for calling for tenders. It was highly irregular to have disregarded the orders of Government for regulating the purchase of stores. Government have taken notice of the irregularity and issued orders for preventing its recurrence.

Unauthorised establishment charges.

The pay of some hands actually employed in one of the offices of the Electrical Department was drawn on the Workshop Labour Roll and classified as 'General charges' of the shop. This was an evasion of the rules regulating the outlay on establishment and it also resulted in unauthorisedly enhancing the cost of works executed in the shop. The Department ought not to have resorted to this device and it must be required to abstain from doing so.

Five persons worked as Assistant Operators and their salaries were claimed in the establishment bill and the claim was disallowed for want of sanction to their employment, but the Department paid them on Nominal Rolls. They were paid at the rate of Rs. 1-8-0 to Rs. 6-12-0 per day. This was also a deliberate evasion of the rules of audit.

Wrong reports of cash balance.

A sum of Rs. 14 was paid in one of the offices of the Electrical Department in January 1916 but the charge was not entered in the Cash Book. The cash balance was actually short of this amount, but for five months, the balance calculated without taking this payment into account, was reported as actual cash balance. It is obvious that the reports of cash balance made month after month were untrue and were not based on verification by actual counting of the balance. It is necessary to bring home to the officers concerned the seriousness of their failing to realise their responsibility as custodians of Government funds and of reporting that they have counted cash while as a matter of fact they have not done so.

Verification of stock.

Articles of stock and Tools and Plant have not been verified by the Electrical Department for four years by counting and compared with account balances. This Department deals in large quantities of costly materials and periodical stock-taking should be considered as one of its chief duties and the seriousness of neglecting this duty should be impressed on it.

*Payment to labourers not resting on attendance
marked in the Muster Rolls.*

Several instances of payments made to labourers in the Railway Department who were not noted as present in the Muster Rolls were found in the course of inspection of a division. The importance of the original document on which labour claims should be based was unrealised by this Division.

*Recording measurements based on rough notes and certificate of
measurement not representing actual facts.*

In the same Division the measurements of sawing work were found to have been recorded by a clerk in rough note books and then copied into the measurement book, the signature of the officer in charge being obtained later on to the entries in the latter book. It was also found that these measurements did not represent actual facts and the planks, etc., noted as having been cut had in several instances been issued to works sometime before the dates on which the out-turn of sawing was recorded in the measurement book. The importance of recording measurements in the authorised document and also of making such document an actual representation of facts as to the date of measurement and quantities actually measured was not realised by this Division.

G. O. No. Fl. 2934-83—G. F. 19-17-3, dated 17th December 1917.

LAND REVENUE.

Disposal of Land Darkhasts.

RULES TO ENSURE GREATER DESPATCH.

With a view to secure the expeditious disposal of *darkhasts*, in regard to which representations have also been made at the Representative Assembly, Government are pleased to issue the following order:—

Rule 41 of the Land Revenue Rules provides for the occupancy of any unoccupied survey number, assessed or unassessed, not reserved for any specific purpose, being granted at once, to the first applicant free of charge. Government however find that in almost every case the Amildars follow the sale procedure causing thereby much delay and uncertainty. When valid reasons such as those enumerated in the latter part of the rule exist, then only has the land to be sold by public auction or given for an upset price. The following classes of lands are excepted from the operation of the rule of free grant. The special procedure to be adopted in regard to each of them is also indicated below.

- (a) Unassessed lands and lands specially reserved or assigned for any public, communal or municipal purpose under Section 39, Land Revenue Code, *e.g.*, *gomal*, date reserve, village forests, state forests, etc.
- (b) Lands in the vicinity of Railway Stations within the limits prescribed by Rule 49A.
- (c) Lands irrigated or likely to be irrigated by large irrigation projects.
- (d) Lands containing sandal trees.
- (e) Lands containing *valuable* fruit or other trees or wells or buildings.

It is presumed that necessary entries have been made in the Khethwar Patrik at the time of Survey or Resurvey Settlement in the case of almost all lands falling under class (a), and probably also in the case of lands falling under class (b). If this has not been done, the omission should be made good at once by reference to the Faisal Patrika, and the village map. As regards the other classes of lands the Amildars will cause the entries to be made from time to time as the cases come to their notice during the course of inspection, or as orders are received from the higher officers.

In order to determine whether a particular *darkhast* should be dealt with according to the general rule of free grant, or otherwise, reference should be made to the Khetwar Patrik, and if that document does not furnish the necessary data, the *darkhast* should be forwarded to the village officers for furnishing a memorandum in Form A* appended to this order, which should be done not later than

* Omitted here.

a week from the receipt of the requisition. The form of the memorandum explains itself. In order to avoid delay and minimise clerical labour, printed forms will be supplied to all village officers. This form is applicable to all kinds of *darkhasts* generally, and supersedes the forms prescribed at pages 309-312 of the Revenue Manual.

Applicants may present their *darkhasts* in the first instance to the Shekdar, and in such a case, the Shekdar should transmit them within a week to the Amildar for orders with the prescribed memorandum.

Immediately on receipt of the memoranda the Amildar will decide whether the occupancy should be granted free of charge or should be sold by public auction or should be granted for a fixed price. In the first and second class of cases he should issue a *saguvali chit* or sale proclamation at once, on his own authority, while in the third class of cases he should submit the records without delay to the Sub-Division Officer for orders together with his opinion.

Gomal and other reserved lands.—The special rules governing the disposal of *gomal* and other reserved lands are contained in the Government Order printed at pages 279-282 of the Revenue Manual. The previous sanction of the Revenue Commissioner is necessary to appropriate such lands for cultivation and the first step to be taken on receipt of applications for such lands is to obtain a report from the village officers in the form prescribed (*vide* Form A* appended to this order) and forward the same to the Deputy Commissioner. No further action need be taken till the necessary permission is received, and when it is received, the applications should be dealt with in the same way as *darkhasts* for unassessed lands. Necessary action will be taken to amend the Land Revenue Code, with regard to delegating the power to sanction appropriation in such cases to the Deputy Commissioners. The Deputy Commissioners are requested to see that such cases are promptly dealt with in their offices.

Date groves.—The existing orders on the subject of disposal of date groves printed at pages 386 and 387 of the Revenue Manual should be carefully observed. It has been brought to notice that references to District Excise Officers are not often promptly replied to. The Excise Commissioner is requested to issue suitable instructions to the officers of his department in the matter. A time limit not exceeding two months, may be fixed within which such references should be required to be disposed of and any delay that requires notice should be reported for the orders of the Deputy Commissioner.

There are reasons to believe that the date reserve lists have not been prepared with sufficient care and attention in all cases and that there are numerous instances in which lands not fit to be reserved for excise purposes on account of the sparsity of the tree growth or other causes have been included in the reserve list. It is hoped that action will be taken by the Excise Commissioner to revise the lists of date reserves as early as practicable in accordance with Government Order No. Fl. 1850-1—S. R. 134-15-3, dated 25th September 1916.

* Not printed here.

(a) *Lands containing sandal trees*, (b) *Amrut Mahal Kaval lands* and (c) *Forest lands*.—Rule 41A and the orders printed at pages 384 and 385 of the Revenue Manual govern these cases. The Conservator of Forests and the Amrut Mahal Superintendent are requested to issue suitable instructions to the officers of their respective Departments to treat all references regarding *darkhasts* as urgent and reply to them within a time limit to be specified.

Lands in the vicinity of Railway stations within the prescribed limits.—Rule 49 (a) contains the procedure to be followed in the case of *darkhasts* for such lands. In order to guard against the danger of such lands being given out for cultivation inadvertently under the ordinary *darkhast* rules, Amildars should cause the necessary entries to be made in the Khetwar Patrik against every survey number coming within the prescribed limits.

Lands affected or likely to be affected by large irrigation projects.—The disposal of lands likely to be affected by large projects of irrigation is generally governed by special rules issued at the time of sanctioning such projects. If no such rules have been framed, then the rules contained in Government Order Camp No. 1382-90, dated 1st October 1888 (pages 721-723, Revenue Manual) should apply. The Amildar should invariably obtain the orders of his superior officers in regard to the disposal of such lands. The Department of Public Works should, as soon as possible after any such project is taken up for investigation, or consideration, notify to the Revenue Department either generally or specially the lands which will be affected by the project.

Directions for the speedy disposal of *darkhasts* involving subdivision of lands, contained in Government Order No. R. 7486-94—L. R. 294-04-2, dated 18th December 1905, (pages 321-322, Revenue Manual) should be carefully followed. These directions are hereby made applicable to taluks and villages in which Revision Settlement has been introduced. This supersedes paragraph 8 of the said Government Order. The question of providing facilities for expediting subdivisions is now engaging the attention of Government and separate orders will be issued on the point.

Darkhasts for building sites.—Instructions in regard to the disposal of *darkhasts* for building sites are contained in Rules 45-49 of the Land Revenue Rules and the orders printed at pages 327 and 328 of the Revenue Manual, and certain additional powers have been conferred on Amildars in regard to this matter, in Order No. R. 6185-233—L. R. 641-13-14, dated 16th December 1916. All vacant land not already in the occupation of private individuals should, wherever possible, be demarcated on the ground into building sites, *kanas*, *hul-hittals* etc., numbered and mapped so that intending occupants may know what plots are available and indiscriminate applications may be summarily rejected. The demarcation should be done under the direction of the Amildar in consultation with the Village Improvement Committee, if any, existing in the village.

Registers and returns.—The Registers prescribed by Rule 56 for entering *darkhasts* for lands for cultivation is amplified as shown in

Form B. I.* appended. Form B. II.* may be adopted for entering applications for building sites, etc. With a view to avoid delay all correspondence should be shown in the register which must be maintained regularly and made available for inspection by superior officers.

A report in Form C.* should be submitted once a quarter by the Amildar to the Sub-Division Officer who will review the same, and send one copy of it to the Amildar and another copy to the Deputy Commissioner. Suitable notice should be taken of any laxity coming to notice at these audits.

General.—The Government hope that the heavy pendency of work under *darkhasts* in all the Taluk Offices will be reduced to a minimum at an early date, by a close adherence to the instructions issued above, by all the officers concerned and by strict supervision and check on the part of the Sub-Division Officers and Deputy Commissioners.

Separate action will be taken to incorporate suitably the foregoing instructions in Chapter VII of the Revenue Rules dealing with the grant of occupancies.

G. O. No. R. 3820-68—L. R. 89-16-5, dated 11th October 1917.

Inam Department.

GOVERNMENT REVIEW ON THE ADMINISTRATION REPORT FOR 1916-17.

The main features of the year's work were as follows:—

(i) Nine land inams comprising an extent of 66 acres, 36 guntas and assessed at Rs. 68-14-0 were newly confirmed, 38 land inams and 16 whole inam villages were resumed and struck off the inam registers, 3 whole inam villages and 27 other land inams were revised, 77 ready money inams were converted into land inams and quit-rent registers issued therefor.

(ii) The number of quit-rent registers prepared during the year was 12 for whole inam villages, 104 for resumed and struck off cases, besides 648 supplemental quit-rent registers.

(iii) Quit-rent registers of the Muzrai institutions of nine taluks were checked and returned, and final quit-rent registers of Tarikere, Belur and Gudibanda were overhauled during the revision settlement.

The year's operations resulted in a decrease of Rs. 3,500-6-0 in the inam revenue against an increase of Rs. 9,032-12-10 in the shape of assessment under Land Revenue.

G. O. No. R. 4434—L. R. 255-17-2, dated 14th November 1917.

Stamp Department.**GOVERNMENT REVIEW ON THE ANNUAL REPORT FOR 1916-17.**

The revenue from stamps during the year under review amounted to Rs. 11,96,926, showing an increase of Rs. 46,228 over that of the previous year. The increase was mainly under the heads "General" and "Court-fee Stamps" and is attributed to an increase both in litigation and monetary transactions. The only head under which there was noticeable decline was "Stamp Duty." The realizations under this head are however usually of a fluctuating character.

The total expenditure of the Department for the year came to Rs. 81,966 against Rs. 49,210 in the year previous. The increase of Rs. 32,755 under this head was mainly due to an increase in the quantity as well as the price of papers purchased for manufacturing stamps.

Inspection work in Bangalore, Shimoga, Chitaldrug and Hassan Districts was satisfactory.

G. O. No. Fl. 3010-19—S. R. 59-17-3, dated 19th December 1917.

FOREST.

Forest School.

FOR RANGERS AND GUARDS.

Government recognize the need for opening a Rangers' School in the State and are accordingly pleased to approve of the Conservator's proposals detailed below. The school will be opened in Mysore from the 1st November 1917.

The number of candidates to be admitted to the Rangers' Class this year will be twenty, of whom twelve will be departmental and eight private candidates. The Conservator of Forests may call for applications from private candidates with the minimum qualifications suggested by him. Fifteen candidates may be selected for training in the Guards' class.

The candidates for the Rangers' class will be taught elementary Physics and Chemistry and Surveying, the two former subjects in the High School Collegiate class, and the last named subject at the Chamarajendra Technical Institute (Engineering Section) at Mysore.

ANNEXURE.

PROPOSALS OF THE CONSERVATOR OF FORESTS.

I have the honor to state that there are at present, 52 Range Charges of which over 20 are held by unprofessional men. My Revision Scheme now before Government, having for its object the intensive working of Forests on scientific lines would result in the augmentation of Range Charges by the addition of 30 more ranges almost immediately. Past experience has shown that the Coimbatore College cannot provide more than two or three seats every year, which number is hardly sufficient to replace our annual casualties. We have got to train, at least, 50 men in the next three or four years and there is no scope anywhere in India at present to train this large number.

2. It is now generally recognized all over India, that in matters of this kind, it would be more advantageous and economical for each Province to make its own arrangements for training its Rangers. Sound practical training, it is argued, given under local conditions, would be far superior to that under entirely different conditions with which the students will have very little to do when once they have left the school.

3. The necessity for opening a school being thus obvious, I recommend that as a first step, a Rangers' Class may be opened and worked in conjunction with the Engineering Classes at the Chamarajendra Technical Institute at Mysore or with the Engineering College at Bangalore. The instruction which will be imparted in English,

will be of a Secondary Standard in Forestry which is all what is required by our Rangers. Later on, when some experience in the actual working of the school is gained, it may be developed into a College for imparting Higher or Collegiate Education, should a necessity arise in this direction, and affiliated to the Mysore University eventually. There is no immediate necessity therefore for a costly institution.

4. An Officer of the status of an Assistant Conservator of Forests assisted by two competent Rangers will be enough for the present, to instruct the classes on subjects of Forestry of which a syllabus prepared on the model of that of the Forest Colleges at Coimbatore and Dehra Dun is herein enclosed. The Instructors at the Technical Institute or the Engineering College can take the forest classes in Engineering, Surveying, Levelling, Drawing and other subjects which are common both to Engineering and Forestry for a couple of months or more, if necessary, on an honorarium of Rs. 50 each.

5. The Assistant Conservator of Forests will be the Principal of the School which will be under the Administrative control of the Conservator of Forests. Later on, when the school has sufficiently developed, the Conservator of Forests may be given the assistance of a Board consisting of Deputy Conservators of Forests and Forest Officers possessing European qualifications in conducting examinations deciding upon the course of the ensuing year, and in directing the affairs of the school generally. The Principal will be responsible for the general management and administration of the School including the conduct of studies, control of students and correct maintenance of accounts. All communications will be addressed by him to the Conservator of Forests. During the period of his deputation to the school, the Principal will be seconded in the list of Forest Officers and will be given a local allowance of Rs. 100. The two Rangers associated with him will also be allowed a Deputation allowance of 20 per cent of their salaries. All these officers will be eligible for the travelling allowance to which they are entitled under the Service Regulations.

6. The school course will extend over a period of 23 months beginning with July each year. Since the course, this year, cannot begin earlier than November next, the first batch of students will have only a nineteen months' course.

7. The following candidates will be eligible for admission to the school and not more than ten belonging to each class will be taken to the school at a time :—

(1) Rangers, Deputy Rangers and Foresters who have passed the School Final or Matriculation Examination and others who have done very good work and recommended by the District Forest Officers, as being likely to be benefited by a course of instructions.

(2) Private students who have passed the Matriculation or the School Final Test or any other Higher Examination.

8. Men drawn from class 1 will be permitted to draw the pay they are entitled to in their substantive appointments, substitutes being temporarily appointed in their places during the period of their

training on a minimum pay of Rs. 50 in case of Rangers, and Rs. 30 in case of Deputy Rangers and Rs. 15 in the case of Foresters.

9. Candidates falling under class 2 will be required to undergo a preliminary examination in English and Mathematics. The successful candidates will be required to undergo a preliminary training in the forests for a period of three months before joining the school. The preliminary training will have to be dispensed with in the case of the first batch of students as there is hardly any time to undergo such a course. No stipend will be allowed to them whether at the preliminary training or at the school later. No fees will, however, be charged for imparting instruction. The assurance of appointments rising from Rs. 50 to 150 seems to me a sufficient incentive in their case. Those among them who succeed in taking Honours' Certificate will have the advantage of being started on Rs. 70.

10. No school for foresters is necessary since their number will be curtailed from 130 to 30 in the Revision Scheme proposed by me. This class of subordinates whose pay and prospects will be considerably improved in future may be recruited from among the batch of men trained in the Rangers' School, who may succeed only in taking a Lower Standard Certificate.

11. The scheme of elementary training in vernacular proposed by me and sanctioned by Government in their Order No. R. 4926-35—Ft. 168-15-7, dated the 23rd November 1916, has worked very well in practice and the syllabus of instruction given therein has been found from experience to suit the requirements of the Protective Staff admirably. For the present, one of the two Rangers attached to the Rangers' School may be detailed for imparting instruction to the guards on the lines already laid out under the supervision of the Principal of the Rangers' School.

G. O. No. R. 4036-8—Ft. 76-17-5, dated 19th October 1917.

JUDICIAL.

Legal Practitioners.

REVISED RULES REGARDING CLASSIFICATION AND QUALIFICATIONS.

The following suggestions have been made by the members of the Representative Assembly :—

- (i) Only those who have passed the F. A. or the Intermediate Examination should be permitted to appear for the Pleadership Examination.
- (ii) The distinction between the first and second grade pleaders should be abolished.
- (iii) All pleaders should undergo a period of apprenticeship before enrolment.
- (iv) Those who have qualified themselves in part should be exempted under the new rules.

The Chief Court, while generally approving of the above suggestions, except No. (iii) which they think is unnecessary, have submitted the following additional proposals in the matter :—

- (a) That pleaders should be permitted to practise only in the courts of Munsiffs and Magistrates and on the small cause side of the higher courts, or as an alternative,
- (b) that no pleader with less than five years' practice shall practise in the District Court,
- (c) that the Pleadership Examination should be conducted by the Chief Court or, in case the present system is to continue, a pass in the first class should be prescribed.

On a careful consideration of all the above proposals and, in consultation with the Local Service and Pleadership Examination Board, Government have arrived at the following conclusions :—

- (i) That there shall be only one class of pleaders corresponding to the present 1st grade, that there shall be no addition to the class of the second grade pleaders except as provided in paragraph 5 below, and that the existing privileges of the second grade pleaders shall continue as heretofore, until that class of pleaders ceases to exist.
- (ii) That for a period of three years from now the minimum qualification for admission to the Pleadership Examination shall be the examination at the end of the first year of the college course of the Mysore University or the Intermediate Examination of British Indian Universities.
- (iii) That the existing privileges allowed to first grade pleaders, *viz.*, of practising in all the courts except the Chief Court, and of being enrolled as Advocates under certain conditions

be continued to the new class of pleaders under similar conditions.

The Chief Court is requested to submit to Government amendments to the existing law and rules so as to give effect to the above decisions.

In the case of persons who are qualified to become 2nd grade pleaders but not yet admitted as such and those who have partly qualified themselves under the existing rules, and those who have matriculated or taken the Secondary School-Leaving Certificate, a period of two years will be allowed for enabling them to get themselves enrolled as 2nd grade pleaders.

G. O. No. J. 1377-1426—Cts. 335-14-4, dated 22nd October 1917.

REGISTRATION.

Registration Department.

A SCHEME OF RE-ORGANISATION.

The Registration Department has come in for several revisions since 1892 but although the work as well as the revenue of the Department have increased considerably, the present organization of the Department is inferior both as regards pay as well as prospects and involves a lesser expenditure than the scale sanctioned and in vogue prior to 1906 in which year a retrenchment scheme was introduced effecting a savings of nearly Rs. 8,000 per annum. The inadequate pay and prospects of the special Sub-Registrars in the Department have been brought to the notice of Government not only by the Head of the Department but also by the Representative Assembly on more than one occasion, and the question of improving the efficiency as well as the scale of pay of Sub-Registrars and their ministerial establishments has engaged the attention of Government during the past two years.

The proposals made by the Inspector-General of Registration have been carefully considered and the Government are of opinion that the grades as proposed by him should be reduced from 8 to 4, the minimum pay of Sub-Registrars raised from Rs. 40 to Rs. 50 and the maximum from Rs. 75 to Rs. 100. The total number of Sub-Registrars under the new scheme will be distributed in the new grades as shown in the appendix. They also consider that the low salary of Rs. 10 and 12 respectively of the two grades of clerks in special Sub-Registry offices should be abolished and the minimum pay of clerks fixed at Rs. 15. The sweepers, the peons and the attenders who now draw Rs. 5, Rs. 6 and Rs. 8 respectively should also get an increase of one rupee per mensem.

The revision now ordered will take effect from 1st January 1918. The Inspector-General of Registration is requested to submit a duly verified statement shewing the distribution of Sub-Registrars in the new grades and the revision of the clerical staff for formal sanction in due course.

Now that the pay and prospects of special Sub-Registrars have been improved, the Government are of opinion that the Sub-Registrars may, with advantage, be utilized for such other duties at headquarters not involving itineration of any kind, as may not interfere with their Registration functions. They are further of opinion that as the assignment of any additional duties will bring the Sub-Registrars in closer touch with the work of the Land Revenue Department, the Registration Department should hereafter be placed under the

administrative control of the Revenue Commissioner. The Revenue Commissioner is requested to submit for the approval of Government a scheme for giving the special Sub-Registrars additional work on the lines indicated above.

APPENDIX.

A. Sub-Registrars.

| | |
|------------------------------------|--|
| 8 on Rs. 100 | |
| 14 " 80 | |
| 16 " 60 | |
| 20 " 50 | |
| Probationary Sub-Registrars to get | |
| Rs. 30 each. | |

B. Clerical Staff.

| | |
|---------------------|----|
| 33 clerks on Rs. | 25 |
| 58 " | 20 |
| 32 " | 15 |
| 41 attenders on Rs. | 9 |
| 59 peons " | 7 |
| 58 sweepers " | 6 |

G. O. No. J. 1674-8—Regis. 7-16-14, dated 20th November 1917.

GOVERNMENT REVIEW ON THE WORKING OF THE DEPARTMENT DURING 1916-17.

The number of special and *ex-officio* Sub-Registry offices at the close of the year were 57 and 21 against 56 and 22 respectively at the end of the preceding year.

The total number of documents registered during the year under report came to 1,14,332 with an aggregate value of Rs. 2,88,12,301 as against 1,07,407 with an aggregate value of Rs. 2,63,35,449 in the previous year. This increase by 6,925 or about 6·4 per cent in the number of registrations, both compulsory and optional, which is contributed by all the districts except Kolar, is reported to be due to favourable seasons, increase in the transactions of Co-operative Societies, and the popularity of registrations.

The income of the department rose from Rs. 2,11,296 to Rs. 2,28,649 shewing an improvement by Rs. 17,353 or 8·6 per cent.

Nine thousand three hundred and forty-seven applications for the transfer of revenue registry were received and sent by the registering officers to the revenue authorities during the year against 8,807 in 1915-16.

The Inspector General of Registration has inspected during the year only 15 offices against 50 in the previous year. There is much room for improvement in inspection work and general supervision especially on the part of District Registrars. Government note with regret that the District Registrar of Mysore has not inspected a single office in his district, and that very little attention was paid to inspection work by the District Registrars of Kolar and Shimoga, as also the *ex-officio* Inspectors in the Bangalore and Mysore Districts. Government cannot lay sufficient stress on the necessity for periodical and surprise inspections of all the offices by superior officers and it is hoped that the rules laid down for inspection work in Government Order No. 497—E. A. G. 60, dated the 12th October 1917, will be strictly adhered to in future.

The Inspector-General has again pressed for early orders on the proposals submitted by him for the reorganisation of the Registration Department. The matter has already engaged the attention of Government and orders have been passed in Government Order No. J. 1674-8—Regis. 7-14-16, dated 20th November 1917.

The administration of the department continued to be satisfactory during the period under review.

G. O. No. J. 2165-73—Regis. 27-17-3, dated 19th December 1917.

Registration Fees.

MODE OF CALCULATION IN RESPECT OF PROPERTY SITUATED PARTLY IN MYSORE AND PARTLY OUTSIDE IT.

Government agree with the Inspector-General that the present practice of assessing the *ad-valorem* fee for the registration of a document of the description referred to in his letter (printed as annexure) upon the *total* value of *all* the immoveable property mentioned in it, operates as a hardship and needs to be modified. They are accordingly pleased to approve of his recommendation and to direct that in the case of documents of the kind in question the value of the portion situated in Mysore should invariably be specified so as to enable the Registering Officer to compute the registration fee payable thereon. If the value of that portion is not specified as above, the entire value of the document will be taken into account in computing the registration fees.

ANNEXURE.

RECOMMENDATION OF THE INSPECTOR-GENERAL OF REGISTRATION.

When a document relating to immoveable property situated partly in the Mysore State and partly within the British, or other, territories is registered in the Registration offices of the State, it has been the practice hitherto to assess the *ad-valorem* fee for its registration upon the *total* value of *all* the immoveable property mentioned in it, instead of upon the value of only so much of it as is situated within the State. This is represented as being a great hardship to the parties. I also think it is really so, inasmuch as the registration of such document in the State is valid only as regards the property situated within it and as the document has consequently to be got registered in every one of the other territories also, so that it may be valid with respect to the property situated in each of them. The practice in British India seems to be to calculate the registration fee in such cases upon the value of only so much of the property as is situated in British Territory and as this appears to me to be a very reasonable one, I request orders of Government as to whether the same practice cannot be adopted here also.

G. O. No. J. 2177-85—Regis. 26-17-2, dated 20th December 1917.

SANITATION.

Protection of Wells.

INSTALLATION OF MYER'S PUMPS.

Government observe that a large number of wells are being sunk, year after year, in rural parts, but hardly any satisfactory provision is made for protecting the water-supply from contamination, which is far more important than the mere sinking of wells.

With a view to protect the wells already sunk and those to be provided hereafter and to provide facilities for raising water with considerably less manual labour, Government direct that the kind of pumps suggested by the Sanitary Commissioner [Myer's pumps] should be installed to each well, the cost being provided for from the Drinking Water Wells Fund or the District and Municipal Funds. In the case of large wells it may perhaps be necessary to fit up two or more pumps to the same well to admit of water being drawn by more than one person at the same time.

Arrangements should also be made for occasional disinfection of the wells.

The estimates for new wells should, in future, invariably include the cost of installing at least one pump to each well unless there are insuperable difficulties for such installation in which case the nature of objection or difficulty should be explained in the memo accompanying the estimate.

ANNEXURE.

CIRCULAR INSTRUCTIONS OF THE SANITARY COMMISSIONER IN MYSORE TO THE DEPUTY COMMISSIONERS OF DISTRICTS.

I have the honor to invite your attention to the existing practice whereby an attempt is made to safeguard the sources of drinking water-supply in certain Municipal towns by the appointment of a watchman, whose duty it is to see that the people do not foul the water. Satisfactory as the arrangement may appear at first sight, in actual experience it is bare of result. In the first place, it is too much to expect one man to be at his post at all hours of the day and night to prevent the possible contamination of the water. In the second place the people who come to the *honda* or step-well put their feet into the water contaminating it with all the dirt that adheres to their feet. Many of them bring with them dirty pieces of cloth for straining the water. They are washed in the water and contaminate it. A thirsty wayfarer will always wash his feet and gargle his mouth before drinking the water. The ignorant watchman does not consider

these practices as tending to pollute the water at all, because he himself does the same thing frequently. The real utility of the watchman is likely to be felt, not during normal times, but on occasions of cholera epidemics when, if the water-supply happens to be contaminated, he can to some extent prevent the use of the water by the people.

I would, under the circumstances, suggest that this out-of-date arrangement may be wholly done away with and instead, steps may be taken to instal Myer's pumps to the sources of water-supply, after making arrangements for preventing people from having direct access to the water. With but ordinary care the pumps never get out of order and entail no maintenance charges. Further, the local body will be saved the recurring expense of having to maintain the watchman and above all, the false sense of security engendered by the fact of having a watchman would be removed.

G. O. No. 2020-30—San. 49-17-2, dated 5th October 1917.

Rural Water-Supply Scheme.

GOVERNMENT REVIEW ON THE RESULTS FOR THE QUARTER ENDING 30TH JUNE 1917.

The Rural Water-Supply Scheme was sanctioned in Government Order No. 5248-59—San. 38-12-38, dated 5th January 1915, and has thus been in operation for nearly three years. In reviewing the progress reports received from time to time, Government have noticed the slow progress in the execution of works. On the representations received from some of the districts regarding the arrangements necessary for securing better progress, Government have sanctioned the entertainment of a special executive establishment and the purchase of a set of ordinary boring tools, and the necessary facilities have also been afforded for the prompt adjustments of bills for work done.

In spite of these facilities, Government regret that a large portion of the allotment has been allowed to remain unexpended, as will be seen from the statement appended to this order, and that the progress has throughout been far from satisfactory.

The Deputy Commissioners are requested to give special attention to this important matter so as to secure in the future satisfactory progress in the working of the scheme.

ANNEXURE.

Statement showing the allotment, expenditure and balance under Drinking Water Wells Fund for the three years 1914-15, 1915-16 and 1916-17.

| District | Allotment from State, District and other funds | Contribution from rayats in cash | Total | Expenditure during the years 1914-15, 1915-16 and 1916-17 | Balance on 1st July 1917 | Remarks |
|-------------------|--|----------------------------------|----------|---|--------------------------|---------|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| | Rs. | Rs. | Rs. | Rs. | Rs. | |
| Bangalore | 81,000 | 5,145 | 86,145 | 24,751 | 61,394 | |
| Kolar | 60,000 | 1,441 | 61,441 | 21,160 | 40,281 | |
| Tumkur | 80,500 | 11,888 | 92,388 | 36,498 | 55,890 | |
| Mysore | 66,000 | 1,418 | 67,418 | 19,215 | 48,203 | |
| Hassan | 58,599 | 3,350 | 61,949 | 13,124 | 48,825 | |
| Shimoga | 44,500 | 4,874 | 49,374 | 17,283 | 32,091 | |
| Kadur | 39,500 | 2,341 | 41,841 | 10,939 | 30,902 | |
| Chitaldrug | 65,500 | 3,272 | 68,772 | 34,662 | 34,110 | |
| Total .. | 4,95,599 | 33,729 | 5,29,328 | 1,77,632 | 3,51,696 | |

G. O. No. 3027-45—L. B. 83-16-40, dated 30th November 1917.

Sanitation in Mysore.**GOVERNMENT REVIEW ON THE ANNUAL REPORT FOR 1916.**

A scheme for the re-organisation of the Public Health Department was under consideration during the year and brought into force early in 1917, when a whole time Sanitary Commissioner was appointed. The Central Sanitary Board was also reconstituted and rules were framed for regulating the work of the Board. It is hoped that under the new scheme, greater and more systematic attention will be paid to sanitation.

Seasonal conditions.—The annual State Rainfall was above normal and was slightly in excess of that of the previous year. As a result of this there was a decline in the prices of the important food grains.

Vital Statistics.—The total number of births of the year was 115,915 against 114,253 in the previous year, the birth-rate per thousand of population being 20·31, as against 20·03 of the previous year. It was also in excess of the quinquennial average by 0·84, and it exceeded the death-rate by 3·68. The death-rate was slightly in excess of the birth-rate in Shimoga and Kadur Districts. The

number of deaths recorded in the State was 94,890 as against 88,580 in the previous year. The death among infants under one year of age showed an increase of nearly 1,000 as compared with the previous year. The question of providing maternity aid in all important centres of population and rural parts is engaging the attention of Government.

(2) The Sanitary Commissioner should have stated in the report to what extent the registration of vital statistics underwent verification.

(3) There was a considerable fall in the number of vaccinations performed during the year, the number being 97,289 against 110,744 in 1915. The decrease has not been satisfactorily accounted for.

Principal causes of death.—(1) The year was comparatively free from any severe outbreaks of cholera or small-pox and the mortality from these causes showed a considerable decrease as compared with the figures for the previous year.

(2) The number of plague attacks and deaths during the year was 13,532 and 9,779 respectively and was much in excess of the deaths from this cause in the previous year. Government note that a detailed study of the causes for this variation is being undertaken with a view to arrive at such conclusions as would be useful in adopting precautionary measures in anticipation of an outbreak. The results of the investigation will be awaited with interest. It is however satisfactory to note that the number of inoculations done during the year was the highest on record.

(3) The death-rate from fever was 6.79 against 6.43 in 1915. It is observed that the death-rate from this cause was lower in the Malnad districts of Shimoga, Kadur and Hassan and this is attributed to the free distribution of quinine which the Malnad Improvement Committee is undertaking. The anti-malarial experiments that are being conducted in several parts of the State, will, it is hoped, produce results which will tend to reduce further the mortality under this head. The results of these experiments should be reported to Government.

Sanitation in malnad.—Various measures of improvement and prevention were adopted to improve the sanitation in the malnad and the reports show tangible work in many directions. Delay in opening all the hospitals sanctioned by Government will be brought to the notice of the Senior Surgeon. The work of the Itinerant Dispensaries require careful supervision. The results of the sanitary and scientific malarial survey proposed by the Sanitary Commissioner will be awaited with interest.

Sanitary works.—The total expenditure incurred by the Municipalities on sanitary works was Rs. 1,63,180 the principal works being under drainage, water supply, and conservancy lanes. The expenditure incurred by the Public Works Department on works of sanitary nature was Rs. 2,94,833, large outlays having been incurred in connection with the drainage of the extensions of the Bangalore City, laying out a system of pipes for watering important roads in Mysore City and effecting improvements in respect of water-supply

to the high level bungalows and mansions in Mysore City and to the Shimoga town.

General.—Government regret to note that no action was taken during the year to give effect to the scheme of medical inspection of schools sanctioned so long back as March 1916. The work done by the Sanitary Inspectors, employed in the districts as well as by Municipalities has not been reported upon. This should be done in future reports.

(2) Government desire to invite the attention of the Municipal Councils and other local bodies to paras 22, 31 and 32 of the report containing useful suggestions regarding the adoption of preventive measures in connection with plague and malaria.

(3) There was a considerable delay in the submission of the report which should be avoided in future.

G. O. No. 3181-9—San. 61-17-5, dated 13th December 1917.

Extracts from the Report of the Sanitary Commissioner.

PLAGUE.

A total of 13,532 attacks with 9,779 deaths was reported during the year as compared with 5,127 and 3,547 respectively in 1915. The general rise in the plague deaths during the year under report is difficult of explanation but in the accompanying* chart an attempt is made to connect the incidence of the disease, with reference to one district—Bangalore, with the meteorological conditions that prevailed during the year. The chart seems to indicate that the disease is likely to be virulent if the humidity is high, although, of course, the comparison covers too short a period to admit of a general conclusion. A detailed study of the subject based on available figures is being undertaken and if a general inference on the lines indicated could be drawn, it would be of much practical value in keeping us forewarned of impending epidemics and of the need for special vigilance in particular years.

As to the source of infection, it is reported that the prevalence of the disease in some of the adjoining British districts reacted on the course of the epidemic in the State. About the end of July 1916, six villages in the Harihar Sub-Taluk were infected, the infection being introduced from villages in the Dharwar district. The disease spread to Davangere, Harihar and Chitaldrug towns early in August. In the Mysore district, the frontier taluks of Chamrajnagar, T.-Narsipur and Malvalli were affected in the latter half of the year, the source of infection being Kollegal an important trade centre in the Coimbatore District.

Sixty-six towns reported no deaths from plague. In eight towns the rate was under 1 per mille of population. It is observed that nearly 67 per cent of the urban mortality from plague or 28 per cent of the recorded plague deaths for the State occurred in towns possessing

* Omitted here,

a population of 5,000 and over and there is little doubt that towns serve as centres for the spread of infection to villages. If the municipal authorities in the larger towns were in the state of preparedness to combat plague, it might be possible to more effectually control the course of the disease in the State. It is time that the form of well-laid extensions formed a part of the municipal activities in every town.

As usual, the measures adopted for combating the disease were evacuation, disinfection, inoculation and, in a few of the towns, the provision of temporary sheds for the treatment of plague patients. Fumigation with burning neem leaves came into more general use than in previous years. But with the exception of the cities, the methods were seriously defective in that the active aid of disinfection was not called in simultaneously with the evacuation of the houses. Evacuation ensured safety to individual families but the evacuated house acted as a source of danger to the neighbourhood and the village as a whole in keeping up and spreading the infection. With a remedy of known efficacy at hand, *viz.*, dessiccation combined with fumigation with neem leaves, disinfection at the earliest possible stage should form part of the preventive measures adopted. The attention of the Deputy Commissioners of districts has been invited to this most desirable change in the existing procedure.

In view of the severe prevalence of plague in the Bangalore and Mysore Cities, extended facilities for prompt evacuation of infected blocks of houses were, under the advice of the Sanitary Commissioner, provided. The health camps were enlarged and adequate arrangements made at the Epidemic Diseases Hospital for the housing of contacts and the treatment of plague patients. The municipal council of Bangalore City undertook to put up on payment temporary structures of suitable design for occupation by people who desired better accommodation than that allowed in the health camps.

INOCULATION.

An outstanding feature of the year's work was the large number of inoculations done, which totalled to 80,592, the highest figure yet recorded. The services of the inoculating officers were in constant demand by the people not only in the cities but in rural areas as well. There is no doubt that but for the extensive scale on which inoculation was carried out in the affected areas, the course of plague would have been much more severe than if only evacuation had been depended upon. As regards the personal immunity conferred by inoculation, the following facts serve as illustrations. Among 2,774 inoculated persons in the Kadur District, three attacks with only one death occurred, the death being that of a youth who was suspected to have been incubating the disease prior to inoculation. Out of the 2,688 inoculations done in the several parts of the Mysore district 17 attacks occurred within a period of a fortnight to three months after inoculation. All the persons attacked recovered, the seizure having, in almost all the cases, proved to be of a very mild nature.

FEVERS.

The three malnad districts of Hassan, Shimoga and Kadur returned a lower death-rate from fevers, perhaps as a result of the systematic distribution of quinine to the people by the agency of the Malnad Improvement Committee.

MALARIA—MEASURES OF PREVENTION.

The removal of rank vegetation and filling in or draining of pools were among the measures adopted in a few places for the prevention of malaria. A definite plan has been adopted in the town of Hiriyur and in the villages along the irrigation channels. The expenditure incurred on the removal of rank vegetation, filling up the moat around the fort and filling in ditches in the Hiriyur town amounted to Rs. 5,000. The block system of irrigation has been introduced in the channel areas and in the case of other affected villages endeavours are being made to enlist the co-operation of the Village Improvement Committees in carrying out anti-malarial measures. The special anti-mosquito staff entertained for the Mysore City in 1915 continued to work during the year under report. The total number of houses searched for mosquitoes was 3,669 and the number of wells examined 436. Mosquito larvæ were found breeding in 189 wells and 713 puddles and pools. Sixteen of the wells were closed and the pools were either drained or oiled.

MALARIAL SURVEY.

The results of the malarial survey carried out in the Bangalore City during 1915-16 are recorded in Government Order No. 4995-7—Ml. 156-16-2, dated the 2nd February 1917. The investigations so far carried out have revealed, among other things, that the malaria carrying mosquito prefers wells of fresh water specially when the well is in disuse or not much used and ponds and wells of fresh water in garden lands and occasionally breeds also in collections of rain water in shallow pools, pots, etc. The infective mosquito was not found to breed on open drains, box drains, sewers, wells of brackish water, wells in use when there is considerable agitation of water and sheets of water holding decaying organic matter in suspension. The mosquito was rarely found in tanks or large shallow sheets of rain water. Sufficient evidence was brought out to justify the assumption that the Tigalar's gardens in the 5th and 6th Divisions form, for all practical purposes, the focus of infection for the city proper.

To the question why, fevers being so prevalent, anti-malarial measures based on a definite plan or action should not be introduced extensively in the State, the answer can only be that the preventive measures for no two places can be alike. They must be primarily based on a careful scientific investigation of the conditions prevailing in each local area and necessarily involve a considerable expenditure of time and money and, what is more important, the maintenance of a permanent staff to give continuous attention to the details of work

that should be carried out to keep the place free from malaria. The problem is, so far as rural areas are concerned, one of education of public opinion on health subjects. Papers on the subject of sanitation were read at many of the taluk conferences held during the year.

IMPROVEMENT OF THE MALNAD.

The clearance of rank vegetation in and around villages which was being done by the Malnad Improvement Agency was during the year transferred to the villagers themselves. About 1,200 acres in 231 villages of Kadur and 740 acres in 240 villages of Hassan were cleared of rank vegetation at a cost roughly estimated at Rs. 14,000 and 11,000 respectively. In the Shimoga District, 92 villages were cleared of lantana at an estimated cost of Rs. 6,569.

RURAL WATER-SUPPLY.

The progress as regards providing good drinking water consisted of 44 new wells sanctioned for the Kadur and Hassan Districts at an aggregate cost of Rs. 23,600. By the end of the year 61 wells were completed in the districts. Eight existing wells were improved and larger water-supply projects for Kalasa, Indavara, Sollebile were considered by the district committee during the year. Of these the project for Kalasa at an estimated cost of Rs. 23,000 was sanctioned. The Indavara water-supply project has also been taken on hand. Estimates for 55 new wells were completed in the Shimoga District, of which 32 were taken up for execution during the year.

In Government Order No. 6394-9—San. 11-15-3, dated the 1st March 1916, Government sanctioned the grant of timber from the District and State Forest on half the seigniorage rates to both agriculturists and non-agriculturists in the malnad for building purposes. The concession is being availed of largely, judged by the numerous applications received for the timber.

The improvement of drainage received some attention during the year. Thirty-six minor drainage schemes were completed at the end of the year under report in the districts of Kadur and Hassan. In Shimoga, the improvement of drainage in 118 villages was taken up at an aggregate estimated cost of Rs. 15,357 including the value of the work done by the raiyats themselves.

WORK OF DISTRICT COMMITTEES.

The shifting of unhealthy villages to better sites on the recommendation made by the District Sanitary Officers formed an important part of the work of the district committees. During the year 19 new villages were formed and extensions were laid out in 16 villages, the construction of houses being in all cases regulated by the Malnad Improvement Agency. The provision of cattle sheds separate from human dwellings is insisted upon in these villages. Endeavour is also made to induce house owners generally to separate the cattle from the dwelling portion. Action is also being taken to allot sites at

reasonable distances from villages for dumping manure. With a view to stimulate house construction on sanitary lines the construction of model houses of different designs and costs to meet local requirements has been sanctioned in Government Order No. 2882-5—San. 52-15-4, dated the 23rd September 1916. Thirteen model-houses were constructed in the Shimoga District and similar work in the other two districts will be put in hand during 1917.

MEDICAL RELIEF IN RURAL PARTS.

Under medical relief the establishment of itinerant dispensaries and the opening of additional stationary dispensaries form the outstanding features of the work taken up by the committees of the itinerant dispensaries sanctioned for the Hassan District. One was started at Belur on 12th June 1916. The number of cases treated till the end of December is reported to be over 7,000. As regards the stationary dispensaries, the preliminary arrangements in regard to buildings and equipment are being completed and the dispensaries are expected to be opened very soon. The total quantity of quinine distributed free was as noted in the margin. In addition, a few coffee estate owners purchased quinine for the use of coolies employed under them.

| Kadur and Hassan District. | | |
|----------------------------|----------|--------|
| 5 Grain packets | | 47,442 |
| Do tablets | 1,60,000 | |
| Do do | 20,000 | |
| Shimoga. | | |
| Quinine tablets | 1,91,294 | |
| Esonofele | 7,656 | |

VACCINATION.

Vaccination was pushed forward by the employment of 4 special vaccinators during the year under Malnad scheme. The number of vaccination done by all vaccinators temporarily employed under the Malnad Improvement Scheme was 4,490. Seven midwives were trained and appointed in different parts of the Hassan and Kadur Districts and four in Shimoga. Leaflets on Sanitary subjects, a few of them in the form of ballad, were printed and distributed throughout the malnad area.

As regards attraction of settlers, about 100 new families have been afforded facilities to settle themselves in different villages.

SANITARY SURVEY.

A Sanitary survey to furnish information as to existing sanitary conditions together with particulars of improvements needed, was conducted in 61 villages by the Overseers. Twenty-nine typical villages including 11 villages in Shimoga, were selected for the survey called "disease survey", but the results so far having led only to one conclusion, *viz.*, that malaria constitutes the chief disease in the malnad. Recommendations have been submitted to Government for replacing the "disease survey" by a scientific malarial survey having for its object a determination of the precise conditions that favour the prevalence of malaria in the malnad areas.

VACCINATION.

Vaccination Department.

GOVERNMENT REVIEW ON THE RESULTS OF VACCINATION DURING THE YEAR 1916.

Results of Vaccination during the year.—The number of persons vaccinated during the year under review was 97,280 against 110,744 in 1915, showing a decrease of 13,464. The number fell short of the average of the preceding five years by 7,103. This decrease, which was general in all the districts, except Kadur, is attributed to the absence of serious epidemics of the disease as well as to the prevalence of plague in a severe form. The explanation cannot, however, be considered as satisfactory.

The number of deaths from small-pox was less than in the previous year, being 2,234 against 3,990 in 1915 and the death rate was 0·39 against 0·70 in 1915.

Cost of the Department.—The cost of the Department, excluding the Vaccine Institute, amounted to Rs. 22,717, which was considerably less than the amount incurred in the previous year. The cost of each successful vaccination was Re. 0-4-8 against As. 4 in 1915.

Vaccine Institute.—There was a decrease in the quantity of lymph manufactured in the Institute though the net expenditure of the Institute rose from Rs. 5,927 in 1915 to Rs. 7,285 during the year under review. This requires explanation.

Government note that there is room for much improvement in the manufacture of lymph in the Institute.

General.—There was a decrease in the number of vaccinations performed in Municipal areas which fell from 19,440 in 1915 to 16,883 during the year. Though the compulsory Regulation was newly introduced into several Municipalities in the State, the Sanitary Commissioner reports that the working of the said Regulation has not made much progress owing to the fact that the Municipal Councils have no special agency for vaccination work. He has, however, furnished no information regarding the number of prosecutions instituted under the Regulation.

The re-organization of the Vaccination Department and vesting Local Boards and Municipal Councils with authority over vaccination staff to be employed in their areas are now receiving the attention of Government.

G. O. No. 2351-9—San. 42-17-3, dated 26th October 1917.

EDUCATION.

Boy Scout Movement.

INTRODUCTION IN EDUCATIONAL INSTITUTIONS.

Government are pleased to sanction the introduction of the Boy Scout Movement in some of the schools at the District Headquarters in the first instance, and its gradual extension later on into all the schools in the State. About six teachers with the necessary aptitude will be selected by the Inspector-General of Education for training in the principles and practices of the Scout Movement and after the completion of their training the movement will be started in some of the schools at the District Headquarters. The Inspector-General of Education is requested to make suitable arrangements to give the required training and to report for the information of Government the action taken in the matter, the names of the teachers selected for training and the particular schools in which he proposes to start the movement in the first instance. A report will also be submitted at the end of six months as to how the scheme has worked and it may be improved upon.

A sum of Rs. 7,000 is placed at the disposal of the Inspector-General of Education for the purpose.

The Education Committee is requested to prepare a detailed scheme for inculcating the first principles of loyalty, patriotism, self-discipline, and *esprit-de-corps* in all the schools on the lines suggested in the note appended hereto.

ANNEXURE.

Along with the introduction of the Boys' Scouts Movement, it seems very necessary and desirable to introduce into all the schools what may be termed the first principles of Loyalty, Patriotism, Self-discipline, *Esprit-de-corps*, etc., *i.e.*, simple every day practices, lessons or observances which could be easily introduced and will inculcate into the young a true spirit of the above enumerated qualities which it need hardly be said are so essential for the growth of a law-abiding, patriotic, manly, self-disciplined citizen of the State.

A few such simple every day practices under each of the four heads mentioned above are:—

(1) *Loyalty*:—

Every day when the boys are assembled in their class-rooms, and before commencing their regular school-work, the teacher may give them a short lesson in vernacular inculcating the duty they owe to their King, country and brethren and the boys made to invoke the aid of God in a set form of prayer (which may be standardised) in easy vernacular, and rather in prose than in verse, to help them in

their studies and in the proper discharge of their duties to their Ruler, country and brethren, concluding with a prayer for the long and happy life of their Sovereign and prosperity to the country.

(2) *Patriotism* :—

- (a) The boys are to be taught to salute all their superiors in the national method.
- (b) Simple school uniforms and crests are to be prescribed and their use encouraged.
- (c) Every school is to possess a banner and boys taught to respect and revere it.
- (d) Each school to have a motto, the significance of which should be made well known to the boys.

(3) *Self-Discipline and Esprit-de-corps*, by :—

- (a) A system of drill ;
- (b) Formation of school cadet corps ;
- (c) Boy scout drill ; and
- (d) Outdoor games.

The whole of this may come under Moral training and forms a very necessary and excellent basis for Martial training.

G. O. No. 3545-9—Edn. 133-16-2, dated 3rd October 1917.

His Highness the Maharaja's Birthday.

ANNUAL CELEBRATION IN ALL SCHOOLS THROUGHOUT THE STATE.

Government have followed with interest the annual celebration of His Highness the Maharaja's Birthday throughout the State. They consider that this auspicious occasion may be taken advantage of to develop in the rising generation the virtues of loyalty and patriotism, sense of discipline and of self-sacrifice in the cause of the country. They accordingly direct that the celebration of His Highness the Maharaja's Birthday should be an annual function in all Educational Institutions in the State.

The following outline of a programme is suggested :—

- (1) Assembling the children in the school house.
- (2) Saluting His Highness the Maharaja's Portrait and the Mysore Flag.
- (3) Prayer.
- (4) Giving a brief account of the history of Mysore and of patriotic incidents in its history.
- (5) A brief discourse on the civic, social and national duties of the younger generation.
- (6) Singing of the Mysore National Anthem.

This part of the programme may be arranged for in the morning between 7 and 10 A.M. Sports may be held in the afternoon followed by distribution of prizes to the winners and arrangements made for the distribution of sweets to the school children. The leading non-officials of the place and the local officials of all departments should be requested to co-operate to make the function a success.

The Inspector-General of Education is requested to issue necessary instructions to give effect to this scheme. The celebration should be held on some convenient day to be fixed by the Inspector-General in all schools throughout the State and the day will be a school holiday in addition to the Gazetted General holiday on account of His Highness the Maharaja's Birthday.

In order to meet the cost of the entertainment of school children voluntary subscriptions may be raised to be supplemented in Municipal areas by contributions from local bodies. A sum of Rs. 5,000 will be placed at the disposal of the Inspector-General of Education for sanctioning small contributions in the case of girls' schools and schools for depressed classes.

G. O. No. 4001-50—Edn. 127-17-1, dated 16th October 1917.

Mysore Oriental Library.

RE-ORGANIZATION OF THE INSTITUTION.

The proposals submitted by the Inspector-General of Education involve a total average cost of Rs. 1,595 $\frac{2}{3}$ a month, of which the permanent establishment costs Rs. 1,515 $\frac{2}{3}$ and the temporary establishment Rs. 80 per mensem as against the present average cost of Rs. 1,362 $\frac{4}{8}$ a month. The University Council whose opinion was invited on the proposals of the Inspector-General of Education arrived at the following resolutions:—

1. That the Oriental Library should be attached to the University.
2. That it should be maintained as a separate unit and the work of collecting, editing, and publishing the old manuscripts should be steadily proceeded with.
3. That the management should be entrusted to a Committee of five members appointed therefor by the University Council.
4. That a competent Curator with an aptitude for and preferably practised in Research Work should be appointed in immediate charge of the Library.

Government are pleased to sanction the proposals of the University Council with effect from 1st January 1918. Proposals for the appointment of the Committee of management and of the necessary staff should be submitted by the University Council as early as possible for the Orders of Government.

ANNEXURE.

PROPOSALS OF THE INSPECTOR-GENERAL OF EDUCATION.

A thorough change in the working of the Library is quite essential in the interests of Sanskrit and Kannada Literature. There is at present no proper distribution of work among the members of the

staff, the four sections in the proposition statement under the present scale being only shown for the sake of contrast and comparison. The absence of a clear definition of duties between the literary and clerical sections has somewhat led to a waste of expert energy, the services of persons qualified for higher work being often utilized for duties of a routine nature. This defect requires to be remedied. Periodical forecasts of work must be insisted upon and yearly programmes, such as will keep the staff fully occupied should be drawn up before the beginning of each official year. These programmes should contain particulars of the books to be published and the tours to be undertaken for the discovery of manuscripts. In the case of the books to be published, the necessity or the desirability for their publication, the probable duration and the cost of the publication and other particulars should be given. Then again the Oriental Library is practically the only Public Library for conserving valuable Kannada works. It is therefore necessary that a graduate who has specialized in Kannada and has an aptitude for literary work should be added to the staff. It is also necessary to encourage advanced studies in Sanskrit and Kannada as well as Research work. Another step that may be taken with advantage is the appointment of a small Committee of scholars for purposes of consultation in selecting works for publication, in purchasing manuscripts and printed works and generally in all literary undertaking in connection with the Library. The duties of such a Committee have to be clearly defined, all matters, however, of internal management being left to the Head of the Library for the time being, who will be responsible to the Department for the efficiency of the institution in all its Departments. With these objects in view, it is proposed to organize the Library into 4 separate Departments or sections dealing with distinct functions:—

The Manuscripts and Publication Department.

This Department aims at the conservation of rare and valuable manuscripts and as such, it is the most important section of the Oriental Library. The work to be done in this section is of a three-fold nature.

(a) *The collection of manuscripts.*—A more systematic search than has been made hitherto should be instituted for the collection of rare and valuable manuscripts in the State. There is a large number of private libraries in the State and the prejudice against disclosing the existence of rare manuscripts has considerably worn down. Consequently a systematic search is sure to result in the discovery of much valuable material for critical investigation. In the Madras Presidency for instance, new manuscripts are still being found out, although the field is being exploited for over a century. The manuscripts sought need not all be of unprinted works; manuscripts of even printed works will be valuable for restoring old texts based upon defective manuscripts.

(b) *Proper cataloguing of collected manuscripts.*—Many valuable manuscripts have been already collected and a fresh search is certain to

result in the acquisition of more. A list of these merely giving their names serves no practical purpose. If they are to be really serviceable to scholars engaged in advanced study or research work, a descriptive catalogue or "Catalogue raisonne" as it is termed should be compiled, as in the case of the various manuscripts libraries of Europe and some of India. Such a catalogue requires time, labour and expense, but has to be published if the collection is not to lose its value.

(c) *Publication of works.*—Only such works should be selected for publication as are hitherto not printed and are likely to interest Oriental Scholars. The publications must include such introductions, annotations, indexes, etc., as will make the published works really useful to those that may consult them. The services of scholars outside the Library may, if necessary, be utilized for bringing out such useful and critical editions of important works.

Printed Works Department.

This Department of the Oriental Library should serve as a well equipped library of reference for the Library staff as well as for other scholars engaged in original research and in the study of oriental subjects. It must include as far as possible:—

- (1) All printed editions of original works in Sanskrit and Kannada.
- (2) All literature in the form of books, reports or magazine articles bearing upon Oriental scholarship; and
- (3) A reading room supplied with European, American and Indian Journals dealing with Oriental studies.

This Department must always be up-to-date and kept continually enlarged. Lists of additions to the library made from time to time should be announced to the public through notices posted in a prominent place in the Reading Room.

Encouragement of advanced study of Sanskrit and Kannada Research.

(a) For the encouragement of advanced studies in Sanskrit and Kannada, it is proposed to transfer the Pandits' Class from the Training College to the Oriental Library, where there are special facilities for imparting instruction of the required standard. No additional staff will be necessary for this class. The Two Pandits of the Training College now engaged in teaching the Pandits' Class may be transferred to the Oriental Library along with the provision made for the allowances to substitutes for the teachers under training, *viz.*, 8 at Rs. 10 a month. If this proposal is approved, the course of instruction will be modified somewhat and in addition to Sanskrit and Kannada now taught, subjects like Indian History, Epigraphy, Comparative Grammar and Philology will be appropriately introduced. A single class of eight students may take the place of the two classes as existing at present. The students selected for this class may, as hitherto, draw stipends and appear for a Public Examination.

(b) *Research studentships.*—It is also desirable to institute a few research studentships in order to encourage young men to do research work. These studentships may ordinarily be awarded to graduates

who have specialized in Sanskrit or Kannada. Those that have passed the Sanskrit Vidwath or the Kannada Pandits' Examination may also at times be appointed to these studentships, if suitable candidates are forthcoming. The students may be allowed to select their own line of study and pursue it under the supervision of the Library authorities. They may be required to work with either of the following subjects:—

- (1) To study from a comparative or historical point of view a particular subject of Sanskrit or Kannada Language or Literature and embody the result of their investigation in a thesis.
- (2) To prepare for the press, after due collation and scrutiny, a selected and hitherto unprinted Sanskrit or Kannada work calculated to aid Oriental study.

The period of study may be fixed at two years and the students required to bind themselves to devote their full attention to the work they have selected, and if required, to teach the Kannada Pandits' Class for short periods. A beginning may be made with two such studentships, one for Sanskrit and the other for Kannada, the total award for each student for the two years being fixed at Rs. 1,000. Of this sum, Rs. 800 may be paid in quarterly instalments of Rs. 100 each, if approved work has been done, and the balance of Rs. 200 may be paid after the completion of the work undertaken. Similar studentships instituted by the Madras University carry monthly salaries of Rs. 75 each. The cost of this section will be as follows:—

- (1) Stipends for 8 students in the Pandits' Class at Rs. 12 a month.
- (2) Two research studentships for Sanskrit and Kannada, Rs. 1,000 a year.
- (3) Total average cost, Rs. 179½ a month.

It is desirable that an Oriental Library should also contain an Arabic, Persian and Urdu Section. The opening of this section, however, may be postponed for future consideration.

G. O. No. 4566-8—Edn. 69-14-4, dated 10th November 1917.

Educational Buildings.

PROCEDURE IN REGARD TO THEIR MAINTENANCE AND IMPROVEMENT.

The procedure to be followed in regard to the construction, improvement, maintenance and repairs of educational buildings will be as follows:—

- (i) All major repairs of educational buildings at district and taluk headquarters costing more than Rs. 250, and all original works at district and taluk headquarters costing more than Rs. 1,000 will be carried out by the Public Works Department in consultation with the Inspector-General of Education. Original and repair works below these limits will be carried out by the local educational officers

concerned, or the overseer attached to the Education Department under the orders of the Inspector-General of Education. A sum of Rs. 20,000 has been placed at the disposal of the Inspector-General of Education in the Government Order dated 12th June 1917 for constructing small buildings and for altering or improving other buildings.

In the case of repairs to University Buildings these will be arranged for by the University Council through the Public Works Department.

In regard to other buildings not connected with the University, at the district and taluk headquarters, the Circle Inspectors should submit annual reports to the Inspector-General of Education regarding the condition of the several buildings, who will sanction the execution of works within his own authority and arrange for the works exceeding the limit through the Public Works Department.

(ii) All school buildings constructed entirely at the cost of State or Village School Funds or from such funds supplemented by private contributions and belonging to or transferred to Government shall be under the management of the Education Department. In the case of all aided schools, the buildings should be provided by those interested in them, grants-in-aid being given whenever necessary under the rules. In the case of buildings for Government Schools in rural areas, a part of the cost will continue to be paid wherever possible by the people as contribution.

(iii) Building grants to educational institutions should be disbursed only after the following conditions are fulfilled:—

When the cost of the buildings does not exceed Rs. 1,000, the amount may be disbursed wholly when the building is completed or in instalments as the building approaches completion to the satisfaction of the Inspector-General or the Deputy Commissioner of the District concerned, as certified to by the District Inspector or the Taluk Amildar. When the cost of the building exceeds Rs. 1,000, a certificate from the District Maramat Engineer or an Officer of the Public Works Department not lower in rank than a Sub-Assistant Engineer or Supervisor should be obtained before ordering payment.

(iv) The District Inspectors should be responsible for the proper up-keep of all village school buildings, all petty repairs the cost of which does not exceed Rs. 250 being carried out with the help of the Amildar, the advice of the local Public Works Department Officer being taken when necessary.

(v) The services of the Overseer attached to the Education Department should also be utilized in supervising the works wherever possible and in checking the completion reports, etc., received in the Office of the Inspector-General and in keeping a complete up-to-date register showing how many buildings were constructed, how many were repaired, and at what cost. The register should also contain up-to-date information regarding the expenditure incurred out of the provisions for buildings separately for village schools and for other schools. Half-yearly statements showing the expenditure incurred should be submitted to Government for information.

With a view further to ensure the construction of buildings in their relative order of importance, according to definite programmes, Government have issued instructions regarding the preparation of five yearly programmes and have also stated that the Chief Engineer and Inspector-General of Education should, before the commencement of each year, decide the order in which the various buildings for which funds will be provided during the year, will be carried out so that the provision may be properly and fully utilized. Government trust that with the definite rules of procedure laid down above in regard to educational buildings, it will be possible to meet the growing demand for additional and improved accommodation in a satisfactory manner.

G. O. No. 4920-34—Edn. 74-16-32, dated 23rd November 1917.

INDUSTRIES AND COMMERCE.

Medicinal Drugs.

GOVERNMENT AID TO LOCAL MANUFACTURE.

The question of the manufacture of medicinal drugs and the growth of medicinal herbs locally has been engaging the attention of the Government for some time past, and certain concessions were granted to the Mysore Pharmaceuticals, Limited, to start a factory for the manufacture of pharmaceutical preparations.

It is reported that in the Pharmaceuticals a large quantity of medicinal drugs is being manufactured according to the British Pharmacopœia or from acknowledged formulæ. A portion of the total quantity of drugs now manufactured is purchased by the State Medical Department, the rest being supplied to the Madras Medical Department or otherwise sold outside the State. The drugs at present manufactured consist mostly of tinctures and extracts but it is stated that, with further equipment, the factory will be in a position to also manufacture other kinds of drugs that may be required for the Medical Department. The Pharmaceuticals have also been attempting to grow medicinal herbs on a small scale though there is considerable scope for further expansion in this direction.

With a view to encouraging the local manufacture of medicinal drugs the Government consider it desirable that, as far as possible, the annual requirements of the Medical Department should be obtained from the Mysore Pharmaceuticals, Limited. It is ascertained that the Mysore Pharmaceuticals, Limited, will be able to manufacture and supply the required quantities of the several drugs which are mentioned in the accompanying list* and which are understood to be usually purchased by the Department both within and outside the State. The Senior Surgeon is therefore requested to take the needful action in this direction and also make the necessary arrangements for getting the drugs manufactured in the Pharmaceuticals properly tested, so that they may be of the standard quality required.

The Senior Surgeon is also requested to arrange for the deputation of an intelligent Sub-Assistant Surgeon to work under Mr. Pell, so that he may be trained in all the processes of manufacture and testing of medicinal drugs.

A report showing the action that has been taken under this order should be submitted for the information of Government at the end of six months.

G. O. No. 4748-50—I. & C. 154-17-1, dated 17th November 1917.

* Omitted here.

Joint Stock Companies.**TRANSFER OF WORK TO THE DEPARTMENT OF INDUSTRIES
AND COMMERCE.**

Government are pleased to direct that the work of registration, (inspection, audit) and other duties under the Mysore Companies Regulation relating to Joint Stock Companies now vesting in the Inspector-General of Registration, as *ex-officio* Registrar of Joint Stock Companies be transferred to the Commercial Section of the Industries and Commerce Department with effect from the 1st February 1918. The Inspector-General of Registration who is now *ex-officio* Registrar of Joint Stock Companies will cease to exercise the latter functions from that date. They are also pleased to appoint the Deputy Director of Commercial Development to be *ex-officio* Registrar of Joint Stock Companies. In all matters relating to Joint Stock Companies he will correspond direct with Government. The establishment appertaining to the Joint Stock Companies under the Inspector-General of Registration will be transferred to the Department of Industries and Commerce from that date.

Mr. C. Ranganatha Rao Saheb, Deputy Director of Commerce and Industries is requested to submit, in consultation with the present Registrar, proposals as to the various subsidiary measures to be adopted to give effect to the Companies Regulation and all other work to be done in connection with Joint Stock Companies.

G. O. No. 6120-69—I. & C. 181-17-1, dated 31st December 1917.

AGRICULTURE.

Agricultural Banks.

GOVERNMENT REVIEW ON THE REPORT FOR 1916-17.

During the year under report, the Bank at Nanjangud went into voluntary liquidation and with the approval of Government, transferred its surplus funds to the Srikanteswara Advaita Sabha, Nanjangud.

The two working institutions during the year, *viz.*, the Bank at Palahalli in the Seringapatam Taluk and that at Hongenahalli in the Malur Taluk, had an aggregate membership of 75 and a reserve fund of Rs. 9,466-10-8.

The number of banks in arrears was 11. The amount due at the beginning of the year was Rs. 45,869-7-10 out of which Rs. 6,398-11-0 were collected during the year, leaving a balance of Rs. 39,470-12-10 outstanding on the 30th June 1917.

Separate action is being taken to make arrangements for collection of arrears and for the utilisation of surplus funds of the Banks.

G. O. No. 4873-84—I. & C. 138-17-3, dated 22nd November 1917.

Agricultural School at Hebbal.

INSTITUTION OF A VERNACULAR COURSE IN AGRICULTURE FOR THE RAIYAT CLASS.

The Agricultural School now attached to the Hebbal Farm provides only for instruction in English and owing to the great demand for qualified men for employment in the Agricultural Department, the school has so far been scarcely able to meet even the requirements of the Department. The standard for admission into the school is also fairly high.

Short courses are held both in connection with the Hebbal and Marthur Farms to demonstrate improved methods to the raiyats but these are obviously unsuitable for imparting any systematic training to people actually engaged in agricultural pursuits. Provision for organised instruction in agriculture in Kannada is therefore of great importance.

The Director of Agriculture and the Agricultural Committee have taken up for consideration the question of the institution of courses in the Vernacular for training sons of raiyats and landholders who are not conversant with English, and a scheme formulated by the Director of Agriculture on the subject is recommended for sanction.

The question was also discussed at the Birthday Session of the Economic Conference of 1917 when it was unanimously resolved that it was necessary to provide for agricultural instruction in Kannada.

There is at present only one Vernacular Agricultural School at Chikkanahalli in the Tumkur District, which was started mainly owing to the munificent gift of the late Mr. Ugre Gowda of the village. It is reported that the school in question is working well and is popular. There is also a likelihood of similar institutions being started in other districts. But these institutions can only provide for a lower grade of training than could be organised in connection with the Hebbal School.

The Inspector-General of Education has also found it necessary to make some arrangements for training teachers in agriculture for employment in the rural agricultural schools sanctioned by Government. The facilities for training such teachers in the Training College at Mysore are stated to be insufficient. It is also considered desirable that the period of training of the teachers should be extended to one year and that such training should be given on the Hebbal Farm. For the present, the Inspector-General has arranged to depute 4 teachers for training on the Farm, pending the extension of the accommodation.

The Director is of opinion that the training of the Elementary School teachers may also be advantageously undertaken along with the Vernacular Agricultural School now recommended.

On a consideration of all the proposals, Government are pleased to sanction the institution of a vernacular course in agriculture in connection with the existing English Agricultural School on the Hebbal Farm.

The primary object of the new school will be to train the sons of raiyats and landholders who have not received English education, in improved methods of agriculture.

Government direct that the agricultural classes held at the Training College in Mysore be discontinued, the Inspector-General of Education making the necessary arrangements to depute the Elementary School teachers to Bangalore for training. In the case of teachers who would be employed in the ordinary schools, the training may be from three to six months, to enable them to acquire sufficient knowledge of agriculture to impart an intelligent interest to their pupils in improved agricultural methods and practices. In the case of the sons of raiyats as also such of the teachers as are proposed to be employed in charge of rural agricultural schools, the period of training may be fixed at one year experimentally.

For the present, provision will be made for training 30 to 50 sons of raiyats and 6 teachers of rural agricultural schools and 50 teachers of elementary schools. Necessary provision should be made so that the number of students under training may be eventually increased to 100.

It is estimated that the additional accommodation and staff required for the English and Vernacular courses will involve an initial non-recurring expenditure of Rs. 60,000 and a recurring annual expenditure of Rs. 6,000.

Government are not in favour of large expenditure on buildings. The Director is requested as far as possible to make the necessary

arrangements for the additional accommodation actually required by means of cheap structures and spread the cost over a period of five years. The total cost should not exceed Rs. 50,000. The Chief Engineer is requested to get suitable plans and estimates prepared in consultation with the Director of Agriculture and intimate to Government the manner in which provision will be made for the extensions required.

Government consider that both in the case of sons of raiyats and the elementary teachers, the course of studies should include practical work as well as instruction in theory. In the case of the former class of students it might even be necessary that special importance should be attached to practical work so as to equip them with the requisite practical knowledge for improving their private estates after receiving training.

G. O. No. 4958-71—A. & E. 95-16-9, dated 24th November 1917.

APPENDIX.

NOTE BY THE DIRECTOR OF AGRICULTURE IN MYSORE.

There is at present one vernacular agricultural school in the State, situated at Chikkanhalli in the Tumkur District. In this school the course which is purely agricultural extends over only one year. The question of the opening of other schools of a somewhat similar type is being considered by the District Committees of Chitaldrug and Shimoga Districts and it is likely that one or two more schools will be started in the near future. The question of starting elementary agricultural instruction in existing rural schools is also receiving attention and at present a number of schools which have been selected by the Education Department for the experiment are being inspected.

During the past year a number of applications for admission into the Hebbal School have been received from candidates who have little or no knowledge of English. It seems therefore an opportune moment to consider the possibility of extending the usefulness of this school by the starting of vernacular classes. Such classes have been already tried in connection with a number of the agricultural colleges in India and with somewhat varying success. In the Central Provinces, for instance, they proved a failure and were given up. In Bombay on the other hand, they seem to have been somewhat successful. If as appears likely, the agricultural classes now being conducted at the Mysore Normal School are transferred to Hebbal, it would be necessary in any case to increase the staff of the school and the accommodation for staff and students, so it is probable that this additional staff would, with slight additions at the same time, be able to cope with a further class consisting of the raiyats and landholders.

The course for teachers will probably extend over a full year and the same course with slight modifications would do for raiyats' sons. All that would be required in addition for a vernacular class of 20 pupils from among the agriculturists of the State, would be quarters with kitchens and one extra teacher. If all these various activities are to be combined in the Hebbal School, however, a separate school building will become absolutely necessary.

MISCELLANEOUS.

The Representative Assembly.

SPECIAL COMMITTEES TO INVESTIGATE SELECTED SUBJECTS.

With a view to ensure a thorough investigation of certain selected subjects of general importance, Government are pleased to refer them to Special Committees of the Representative Assembly.

The subjects chosen for consideration, the names* of the Members of the Committees and of the respective conveners are detailed in the statement appended to this order.

The Committees may meet either at Bangalore or Mysore according to the convenience of the majority of the members working on each Committee. The conveners are expected to assume full responsibility for taking all necessary action to secure a thorough investigation of each subject and to submit definite recommendations to Government not later than the 1st March 1918.

With regard to subjects 2 and 5 which involve questions of a technical nature, an officer of Government will be associated with the Committees to render such help as may be necessary for the proper investigation of those subjects. The Chief Engineer is requested to depute suitable officers for the purpose. Government will also be glad to place at the disposal of all the Committees any information required by them which is not of a confidential character.

ANNEXURE.

SUBJECTS.

- (1) Increasing production in Agriculture and Agricultural Education.
- (2) Control of irrigation, management of tanks and channels and working of Tank Panchayats (A Public Works Officer will be associated with the Committee).
- (3) Miras to Totis and Salaries.
- (4) Encouragement of sandalwood cultivation.
- (5) Facilities for house-building in towns and villages.
 - (a) Funds.
 - (b) Municipal facilities.
 - (c) Standard designs and estimates.
 - (d) Materials and agency.

* Omitted here.

(A Public Works Officer will be associated with the Committee.)

- (6) Remission of wet assessment under the Mysore, Madras and Bombay systems and examination of the representation in the Assembly on the subject.

G. O. No. G. 122-71, dated 4th November 1917.

Clerkship Rules.

SUPPLEMENTARY INSTRUCTIONS IN REGARD TO CASES FOR EXEMPTION.

Under the proviso to Rules 1 and 2 of the Clerkship Rules read above, Government may exempt officials from passing the examinations required by the rules in exceptional and deserving cases. In order to regulate recommendations for such exemptions, Government are pleased to lay down the following supplementary instructions :—

(1) No exemption will be granted under Rule 1, except in the case of persons who have put in at least ten years' approved service, and who can read and write Kannada with facility. Officials exempted under this rule may be promoted to appointments carrying any pay up to Rs. 30 per mensem.

(2) No exemption under Rule 2 will be granted, except in the case of officials who have passed at least the Mysore Lower Secondary Examination and who have put in ten years' approved service.

(3) The quarterly return of exemptions granted by Heads of Offices in the case of temporary and acting appointments under Rule 8 of the Clerkship Rules should be submitted in the prescribed form.

G. O. No. 662-706—E. A. G. 195, dated 30th November 1917.

MISCELLANEOUS DEPARTMENTS.

Government Museum.

GOVERNMENT REVIEW ON THE WORKING OF THE INSTITUTION DURING 1916-17.

Compared with 1915-16, there was a decrease of 87,486 in the number of visitors to the Government Museum during the year under review, but there was an increase of 51,939 as compared with the number of visitors in 1914-15. The percentage of those who signed their names in the visitors' books was the same as in the previous year, *viz.*, 7 per cent.

In the review of the report for 1915-16, an observation was made that the catalogue of the coins of the Museum collection should be completed as early as practicable with the assistance of the Director of Archæological Researches, but Government regret to find that nothing has been stated by the Superintendent on the subject in the report under review. He will be good enough to explain the omission and to report immediately what progress has been made.

He is requested to convey the thanks of Government to the several donors for the gifts made by them to the Museum during 1916-17.

G. O. No. G. 5723-4—G. M. 252-17-3, dated 20th October 1917.

Stationery Depot.

GOVERNMENT REVIEW ON THE WORKING OF THE DEPOT DURING 1916-17.

The value of paper and other articles of stationery of Indian manufacture purchased for the Depot increased from Rs. 77,526-5-6 during 1915-16 to Rs. 1,29,901-12-0 during the year under report, the increase being due to the present war conditions.

It is reported that seventeen offices did not send their indents during the year 1916-17, on the ground that they had a sufficient stock on hand. This shows that a larger quantity than necessary was indented for in previous years, and that the indents were not carefully scrutinized in the office of the Superintendent of Stationery. It is hoped that such irregularities will not recur in future.

Though Government have more than once noticed the unsatisfactory manner in which indents for stationery and forms are sent in, it is regrettable to find that even during the year in question there was little or no improvement in this direction, some requisitions having been received two months after the due date.

Government consider this extremely unsatisfactory and direct that indenting officers should in future years exercise greater control over the preparation of indents, and see that the provisions of the Stationery Rules are strictly conformed to.

The work of the Depot was on the whole satisfactory.

G. O. No. G. 7549-98—G. M. 231-17-3, dated 5th December 1917.

Meteorological Department.

GOVERNMENT REVIEW ON THE ADMINISTRATION REPORT FOR 1916-17.

With the exception of the inspection of raingauge stations, the work of the Department has on the whole been satisfactory. The percentage of stations inspected during the year under review has fallen to 90 from 91 in the previous year. The work was most unsatisfactory in the districts of Kolar and Tumkur, where only 80 and 79 per cent of the stations were inspected. The Revenue Commissioner is requested to instruct the Deputy Commissioners to see that all the stations without exception are inspected in future by the Revenue Officers.

Government are glad to note that the arrangements made for upper air research last year were found successful and the results have been utilised in making monsoon forecasts.

Government will also be glad if in addition to the arrangements now made for the supply of meteorological information to the public, the Department can also undertake to publish in Kannada systematically information likely to be of use to agriculturists and others. Proposals for the purpose may be sent up through the Revenue Commissioner in consultation with the Director of Agriculture.

G. O. No. G. 7704-6—G. M. 279-17-3, dated 7th December 1917.

Government Press.

GOVERNMENT REVIEW ON THE ANNUAL REPORT FOR 1916-17.

During the year under review, additional plant, types and machinery including a monotype composing machine were purchased at a cost of Rs. 30,235-0-2 and types valued at Rs. 5,685-3-6 were cast. It is hoped that with this additional equipment, the usefulness of the Press will be materially enhanced.

The expenditure during the year amounted to Rs. 1,49,257-5-0 as against Rs. 1,23,873-6-9 in the previous year, the rise being due mainly to the increase in the payments for overtime work necessitated by special and urgent calls on the Press during the latter part of the year in connection with the printing of Mr. Datta's notes and the

Budget estimate and by the holding of a Second Session of the Representative Assembly in April last. Government trust that every effort will be made to keep the charges under "Overtime allowances" as low as possible.

The General Educational School opened in the Press for imparting instruction to the juvenile employees of the Press did useful work and increased in popularity, but the work of the Technical School was not satisfactory, not even one of the nine pupils sent up for the Madras Technical Examination having come out successful. It is a good feature that ten of the regular press employees qualified themselves by passing the Madras Technical Examinations.

Government are pleased to note that on the whole the Press and other institutions under the charge of Mr. Yates, who has recently retired from service, were efficiently managed during the year under review and they take this opportunity of placing on record their high appreciation of the valuable services rendered by him during the twelve years he was in charge of the Government Press.

G. O. No. G. 8624-74—G. P. 16-17-3, dated 22nd December 1917.

Archæological Survey of Mysore.

GOVERNMENT REVIEW ON THE ANNUAL REPORT FOR 1916-17.

During the year under review, short tours were made by the Director in the Districts of Hassan, Kadur, Tumkur, Mysore and Kolar, where he inspected eighty-one villages and examined 290 new inscriptions. The attention of the Chief Engineer and the Muzrai Superintendent is invited to the remarks in the latter portion of paragraph 9 of the report regarding the repairs urgently required for the Amritesvara temple at Amritapur in the Tarikere Taluk.

The work done at headquarters is given in paragraphs 52 to 72 of the report. The monograph on the Kesava temple at Somanathpur referred to in the last year's report was published during the year.

Among inscriptions of special value discovered during the year were a copper plate inscription of one of the Punnad kings referred to as Paunnatta by Ptolemy in the second century, a similar inscription of the Ganga King Durvinita and a stone inscription at Kallur of the early Ganga king Sri Vikrama.

G. O. No. G. 8806-16—G.M. 333-17-4, dated 23rd December 1917.

Kunigal Stud Farm.

GOVERNMENT REVIEW OF THE ANNUAL REPORT FOR 1916-17.

There were 9 stallions, 118 mares and 89 foals of the total value of Rs. 87,780-10-0 in the Farm on the 1st July 1917, as against 9 stallions, 109 mares and 125 foals valued at Rs. 1,25,452-6-0 that were in the Farm on the 30th June 1916.

Government regret to note that in spite of the publicity given to the fact that one stallion was available at Bangalore and another at Mysore for improving the local breed of ponies, their services were not sufficiently utilized by the public. A standing advertisement that stallions are so available may be published in the Gazette.

There was an outbreak of strangles in the Stud Farm during the year but precautionary measures were successfully adopted in the time and the disease was stamped out soon.

It is satisfactory that 15 country bred horses of the Stud Farm were sold during the year under review at Poona and at Bombay for an average price of Rs. 1,635-5-4 per animal.

Government await with interest the result of the experiments in pony breeding for which five pony mares have been imported from Ahmadnagar.

G. O. No. G. 8041-2—Mily. 138-17-3, dated 14-12-17.

PART II.

Books, Pamphlets, etc., issued by Government Departments (Mysore.)

The State Administration Report.

The Report on the Administration of the Mysore State for the year 1916-17 was issued during the current quarter. It is priced one rupee per copy.

The following is a brief synopsis of the principal events recorded in the report.

General.—The Mysore Representative Assembly was granted the privilege of a second session, in addition to the Dasara Session, from this year.

2. His Highness the Maharaja contributed a sum of Rs 10 lakhs towards the expenses of the war in addition to the 52 lakhs previously contributed. His Highness' Government contributed 35 lakhs of rupees to the War Loan of the Government of India. The total contribution of the State including the Civil and Military Station, Bangalore, to the War Loan is estimated at about Rs. 75 lakhs.

3. *Finance.*—As the result of an examination by a Special Financial Officer, various reforms were introduced in the system of Government accounts and audit. Excluding the debt heads, the total revenue was about 301 lakhs and the expenditure 343 lakhs.

4. *Revenue.*—The rains were ample and the seasonal conditions favourable to agriculture. The outturn of the important crops was normal and prices remained high as before. The total Land Revenue was Rs. 126 lakhs and nearly 87·6 per cent of it was collected. Forest, Excise, Registration and Stamp Revenues showed an increase. A special Forest Officer was appointed to investigate the development of forest industries. A scheme for systematising the use of standard weights and measures was sanctioned.

5. *Protection.*—Twelve Regulations were passed by the Legislature of the State. There was an increase of 2·04 per cent in Civil litigation and a decrease of 12·69 per cent in the number of offences dealt with in Criminal Courts. The Imperial Service Lancers and Transport Corps continued in the Field during the year. To meet present demands from the Field for reinforcements, the combatant strength of the Mysore Imperial Service Depot was increased and four drafts of reinforcements of officers and men were sent to the Field. In recognition of their gallantry, military spirit and strength of character in the Field, His Highness the Maharaja conferred honors on several officers of the Imperial Service Regiment.

6. The birth-rate for the year was 20·31 per mille and the death-rate 16·63. Village Improvement Committees did good work for the improvement of sanitation in villages and the Malnad Improvement Committees in the Malnad. Great attention was paid to the improvement of rural water-supply.

7. *Technical Departments.*—In response to a wide-spread popular desire, the reservoir at Kannambadi was named 'The Krishnarajasagara' after His Highness the Maharaja. In connection with irrigation improvements, gauging stations were established in selected important tanks and rivers for measuring discharges. Penstock pipes were fixed in the Krishnarajasagara Dam to generate electric power to serve as a reserve for the Mysore Power supply and for other purposes. Portions of the Kolar District Railway and Chikballapur Light Railway were completed and opened for traffic. The mines on the Kolar Gold Fields kept up their normal level of work and output in the face of great difficulties caused by the War. The schists of the Western ghats were examined for iron ores. Certain samples of Mysore iron ores were sent for being tested to the Electrical Metals, Limited, London. Experiments were conducted with a view to the economic utilisation of bauxite. Enquiries were made into the manufacture of the chemical and commercial products of limestones. A preliminary investigation was made of the magnesite and chrome ores available in the State.

8. *Progress: Moral and Material.*—The Faculties of Arts and Sciences were constituted in the Mysore University. Boards of studies were formed as also an Audit Board, the Extension Lecture Board, the Publication Board and the Residence of Students' Committee. Eighteen committees were constituted for the consideration of several important subjects. A committee inspected all the Collegiate High Schools in the State. Four Industrial Schools and two Normal Schools were newly opened. A sum of one lakh of rupees was sanctioned for scholarships to pupils of the educationally backward classes. The number of educational institutions as well as of pupils under instruction increased in all grades, and particularly in the primary grade. The percentage of pupils under instruction to the population of school age was 38. The Compulsory Education Scheme was in force in 68 centres. Provision was made for the advancement of the education of women and girls, of adults, of Mahomedans and of Panchamas and other classes. The Chamarajendra Technical Institute at Mysore and the Mechanical Engineering School at Bangalore were re-organised. Four Commercial Schools were newly opened.

9. Rural Science instruction was introduced in four schools. Demonstration work to popularise improved implements was carried out on a large scale. Scientific experiments and investigations were carried on in four agricultural farms. A detailed scheme was prepared for developing sericulture and a central sericultural school was opened. The Sandalwood Oil Factory at Bangalore worked successfully. Another was established at Mysore. The Government Weaving Factory worked at a good profit. A soap plant was erected in the Public Works Workshop at Bangalore. The Button Factory com-

menced work during the year. The Co-operative movement was very popular and there was one Co-operative Society for every 17 villages and every 5,950 persons in the State.

10. *Local Self-Government*.—To enhance the usefulness of Local Boards and Municipal Bodies, orders were passed providing for a large elective element in Municipal and Local Boards, and for larger powers and increased financial resources for them.

11. *Miscellaneous*.—The Muzrai Department was re-organised and the administration of the Muzrai Institutions placed on a better basis. The researches of the Archæological Department gave some results of historical interest. Much good work was done by the three Committees of the Economic Conference for the improvement of the economic condition of the people.

The Mysore Legislative Council Manual.

This Manual contains the Mysore Legislative Council Regulation, the rules prescribed thereunder and office instructions for the Secretariats in regard to the business of the Council. A shorter edition omitting the office instructions will shortly issue and will be available for sale to the public.

The Mysore Lock-up Manual.

The Manual contains revised rules regulating the administration of Taluk and District Lock-Ups. These rules were formerly included in the Jail Manual, but for the sake of convenience, they have now been removed therefrom and issued as an independent compilation. (Pages 86.—Price 6 annas.)

Notes on the Occurrence of Lead, Zinc and Antimony Ores in Mysore.

This publication, issued by the Department of Mines and Geology, Mysore State, during the current quarter, is a popular supplement to Bulletin No. 7 and deals with the occurrence of lead, zinc and antimony deposits in Mysore. (Price 8 annas.)

The Mysore Season and Crop Report, 1915-16.

This publication is issued in the usual form. The main features of the statistics contained in it will be clear from the following review of the Revenue Commissioner.

PART I—AGRICULTURAL STATISTICS.

Table A I—Area.—The total area of the State according to the results of the latest survey is approximately 19 million acres. Of this, 1,381,718 acres are situated in alienated villages which are held wholly or partially revenue free and for which statistics are not available. The area of unalienated lands inclusive of minor inams is about 17·5 million acres.

Table A II—Classification of area.—Out of the net area by professional survey, forests covered a little more than 2 million acres and 6·9 million acres were not available for cultivation being absolutely barren or unculturable or covered by buildings, water and roads or appropriated for uses other than agriculture. The total area available for cultivation was about 8·5 million acres. Out of this, the total extent under occupation was 7,735,104 acres 86 per cent of which was cultivated during the year under report. The net area cropped during the year was 124,065 acres more than in 1914-15.

Irrigation.—The total area irrigated during the year was 979,632 acres against 934,563 acres in the preceding year. Of this 11·2 per cent were irrigated by Government channels and 56 per cent by tanks.

Table A III—Area under crops.—The gross area under crops increased from 6,437,738 acres in 1914-15 to 6,618,401 acres. Of this, the area cropped more than once was 250,034 acres. Of the total cropped area, food crops occupied about 5,710,192 acres or 86·2 per cent and out of this, food grains (cereals and pulses) occupied about 82 per cent of the total cropped area. Among non-food crops, oil seeds occupied about 5·1 per cent of the total area.

The area under food grains showed a net increase of 140,051 acres or about 2·5 per cent as compared with the preceding year. There was considerable increase in the area under paddy, ragi and cholam and decrease in the area under gram and maize. The area under paddy expanded in all the districts, notably in Kolar, Tumkur and Chitaldrug Districts owing to a better supply of water in tanks. The extent under ragi increased in all the districts except Kadur.

The increase under cholam was most marked in the Chitaldrug District. The area under horse gram fell chiefly in the Tumkur and Kolar Districts. Though there was a slight increase in the area under sugar-cane in Tumkur, Shimoga, Kadur and Chitaldrug Districts, the area for the entire State showed a decline owing to the marked decrease in the Hassan District.

Oil seeds occupied 1,829 acres less during the year than in 1914-15. The area under condiments and spices increased by 12,499 acres, while that under drugs and narcotics decreased by 13,864 acres. It is noteworthy that the area under fruits and vegetables increased by 19,323 acres or about 11·3 per cent.

Table A IV—Live Stock.—This table gives the figures obtained at the third and fourth quinquennial censuses of agricultural stock, held in 1910-11 and in 1916 respectively.

The last census showed an increase in all items of stock except "horses and ponies" and "mules and donkeys." Bulls and bullocks

increased by 3·1 per cent; buffaloes by 5·3 per cent and sheep by 12·5 per cent. Carts and ploughs had increased by 6·5 per cent and 5·4 per cent respectively.

Table C.—Incidence of taxation—This table indicates the mean burden of land revenue on the land assessed to it and on the community at large, the nature of the tenure being mainly raiyatwari. The incidence of land revenue per head of population was Rs. 1-13-8 as against Rs. 1-13-5 in the previous year.

Table D.—Varieties of tenure.—The number of holdings held separately and direct from Government (under raiyatwari tenure) rose from 1,098,343 to 1,160,372. There was an increase of 35,842 acres in the gross area and an increase of Rs. 3,136 in the assessment. The average area of each holding was 6·31 acres and the average assessment 8·32 rupees as against 6·66 acres and 8·8 rupees in the previous year. The number of estates held wholly or partially revenue free was 95,396 as against 97,459. The average area and assessment of these estates were 18·9 acres and 5·66 rupees as against 18·5 acres and 5·6 rupees respectively in the previous year.

Table E.—Transfers of land—The number of transfers of lands by orders of Court during the year was 165 against 177 in the preceding year, the extent involved being 1,253 and 1,707 acres respectively. The number of transfers by private contract or gift was 14,195 involving an area of 79,457 acres against 15,761 involving an area of 86,133 acres in the previous year.

PART II.—ESTIMATED OUT-TURN OF CERTAIN SELECTED CROPS.

Owing to the favourable seasonal conditions, the average outturn of all the principal crops in the State was better than in the year 1914-15. The average out-turn of paddy increased from 9·07 annas to 9·2 annas and of ragi from 8·3 annas to 9·3 annas. The yield of both these crops was lowest in the Tumkur District where owing to scarcity of rainfall in the months of July and August it amounted to 7·9 and 7·7 annas respectively. The out-turn of cholam and horse gram was slightly better than in the previous year. There was a marked increase in the yield of sugar-cane in all the districts and particularly so in the Malnad Districts of Kadur and Hassan.

PART III.—RETAIL PRICES OF SOME PRINCIPAL ARTICLES OF FOOD.

The price of rice (1st sort) remained somewhat stationary in all the districts; but the price of rice (2nd sort) showed a slight fall in all the districts except Hassan. There was a marked fall in the average price of ragi due to the favourable seasonal conditions. The market for cholam is confined to the districts of Bangalore, Mysore, Shimoga and Chitaldrug. The price of cholam at Chitaldrug was lowest, *i.e.*, 20 seers per rupee. There was a general decrease during the year, in the price of Bengal gram. Salt is not locally manufactured on any large scale, and the slight variations noticed in its prices, are incidental to the traffic and marketing facilities of each district. Generally speaking the average prices of the principal food grains

slightly fell during the year as a result of the comparatively better harvests.

PART IV—MONTHLY AND ANNUAL RAINFALL TABLES.

The average rainfall for the year 1915-16 was 31·73 inches which was 15·17 inches less than in the previous year. The decrease was general and in almost all the taluks of the State. The rains in September and October brought a good supply of water to the tanks in all the districts except Kadur and Shimoga. The South-west Monsoon was good except in the districts of Tumkur, Kadur and Shimoga. The North-east Monsoon was good all over the State.

ECONOMIC CONFERENCE.

Publications of the Agricultural Committee.

Kannada Series.

- No. 3 of 1917-18—Paddy cultivation—By Mr. V. Rangaswamy Iyengar of Seringapatam.
 No. 4 of 1917-18—Sugar-cane cultivation in the Tumkur District—By Mr. K. Ramanuja Iyengar.

Publications of the Education Committee.

1. Bulletin No. 2, entitled "Extracts" from an article on "Education in Copenhagen".
2. Rules relating to portable libraries (In English and Kannada.)
3. Notice of despatch form, bi-lingual, relating to portable libraries.
4. Book ledger form, bi-lingual, relating to portable libraries.
5. Record of transfers form, bi-lingual, relating to portable libraries.
6. Kanarese bulletin entitled "Malaria".

*PART III—Extracts.***AGRICULTURE.****Board of Agriculture.****SIR C. HILL'S SPEECH AT THE POONA CONFERENCE.**

The following are extracts from Sir Claude Hill's Speech delivered at the Agricultural Conference held at Poona on 10th December last:—

Horse Breeding.

Before turning to the list of subjects for discussion by the Board and the Committees of the Board, I would like to refer to one matter of general interest which impinges upon the activities of the Agricultural Department. I refer to prospective development of horse-breeding in this country. The matter has come very prominently to notice lately at Delhi in connection with the Chiefs' Conference, when, with the help of General Templar, arrangements were organised by which those Chiefs who were specially interested in the subject were given an opportunity of visiting the Remount Depot at Babugarh. I know that several of the Chiefs who went there were very greatly impressed by the possibilities which were opened up before them for reviving and developing the indigenous breeds of horses in India. We are not directly concerned with horse-breeding but we are indirectly interested in the operations of the Remount Department inasmuch as incidental to the operations of that Department, there have been considerable developments in connection with agriculture. One of the first tube wells sunk in India was sunk at Babugarh. Experiments connected with the rotation of crops and with the cultivation of wheat and oats have been undertaken in the Punjab, at Mona and Sargodha under the advice and with the assistance of the agricultural authorities at the Lyallpur College. It has indeed always seemed to me that with the development of horse-breeding in a scientific manner there must be points of contact between the operations of the Remount officers and ourselves. That there must be a large development of horse-breeding hereafter is one of the lessons of the war. India must be more self-contained in the matter of the provision of horse-flesh than she has been in the past and less dependent upon overseas importations. I am given to understand that the military authorities contemplate the necessity of duplicating the Ahmednagar stud somewhere in the Deccan and I venture to hope that, just as the Agricultural Department and the Remount officers in the Punjab have mutually benefited by

mutual help, so, when developments take place in the Deccan, agriculture may profit as well as horse-breeding. At all events, I am quite confident that the Remount Department may rest assured that the Civil Veterinary Department and the Agricultural Department will wholeheartedly co-operate with any measures which the military authorities may find it necessary to concert.

Veterinary Education.

The terms of reference in regard to veterinary education are very important, impinging as they do upon the recommendations of the Public Services Commission. You are all aware of the views which I hold with regard to agricultural education and that my hope is that it will not be many years before India is able, owing to the development of higher agricultural instructions, to turn out students qualified for the highest grades of the Public Services. You will not, therefore, be surprised to learn that I hope a similar goal will be kept in view by the Committee which is to deal with the subject of veterinary education. Veterinary education is largely a provincial matter and the staffing of the civil veterinary services is mainly a provincial concern, but I feel confident that all provinces are ambitious to develop their veterinary education to the highest possible degree and to make themselves self-contained in the matter of the staffing of their provincial veterinary service.

Agricultural Publications.

A very valuable suggestion has been made by Messrs. Wood and Parnell on the subject of summarising and indexing agricultural publications, and the full Board will consider the matter in due course. I do not wish to prejudge their suggestions at all, but I know that you are as conscious as I am that the Indian agricultural department does not get the full credit for all the work it is doing, partly at all events because of our inadequate methods of publication. It may be that our critics in the press are unduly critical, for I have seldom seen a commendatory notice of any of our publications though we have recently endeavoured to popularise them and make them more attractive. There can, however, be no question but that the proposal to co-ordinate our methods of publication is a step in the direction of more effective advertisement of our work and when I say advertisement, I do not mean it in the vulgar sense but in the very important matter of taking the public as fully as we can into our confidence in regard to the improvements we are trying to bring about and of propagating as widely as possible the results of our researches, so that these may be easily accessible to those interested in the subject.

The Sugar-cane Industry.

I now come to the sixth subject, namely, the Indian sugar-cane industry, the importance of which it is hardly possible to overestimate. The terms of reference require a review of the present position and the

prospects of the industry in the various provinces, both from the agricultural and manufacturing standpoint. The war, in this case, as in so many others, has brought to a head the great desirability of dealing with the sugar-cane question on a more thorough and scientific footing, but it has done more than this. It has served to show that we have an opportunity in the matter of sugar of bringing about a situation in which India may not only become self-contained in the matter of its production and outturn but may even become an exporting country. From the agricultural standpoint the subject is of special interest at the present time in Burma, Assam and here in the Bombay Deccan, where the Bombay Agricultural Department, in conjunction with the Irrigation Department, has achieved results which render it possible to hope not only for a very widespread development of the cultivation of sugar-cane of a high grade but also for the establishment of factories for the production of refined sugar. The new irrigation canals on the Pravara and the Godavari which I hope shortly to visit have revolutionised the outlook for agriculture in the districts which the canals irrigate and I am assured that the grade of cane now being grown in some of the irrigated areas in the Deccan is as high as that of any sugar-cane in the world. On the agricultural side I should like to take this perhaps the last opportunity I shall have of saying a few words of appreciation of the invaluable work done by Dr. Barber at Coimbatore. The establishment of the sugar-cane-breeding station there was sanctioned in June 1912, and was inaugurated in October of the same year for a period of five years. The results so far obtained are extremely promising and everyone who has had the opportunity of visiting the station, is deeply impressed with the thorough way in which the initial difficulties have been overcome and with the excellent collection of first class cane which has been produced. We believe that, so far as the supply of cane for Southern India is concerned, the objects with which the sugar-cane-breeding station was established may be regarded as already substantially achieved, while the solution of the problem of the supply for Northern India seems to be almost within sight. The difficulties and risks, however, are extraordinarily great and caution is necessary before a particular cane, as evolved at Coimbatore, can be recommended with confidence for general adoption. Dr. Barber's work in connection with the breeding station has been of enormous value to India and I think I shall not be wide of the mark if I say that the whole country will owe him a debt of gratitude for the great fund of knowledge and experience and the great zeal which he has brought to bear upon the solution of the problems with which he was confronted. When we recently decided to recommend the continuance for a further five years of the term for which the breeding station had been established, we had hopes that possibly we might have the benefit of the continuance of Dr. Barber's valuable services, and he has consented to serve on for a few months more. We wish he could have stayed for longer, for his loss to the department will be a very great loss; but there is no question but that his successor will find that the work has progressed to a point at which the chief initial difficulties have

been overcome and the achievement of results has become a comparatively simple matter. The department will part with Dr. Barber with the greatest possible regret.

The Manufacturing Aspect.

On the manufacturing side the problems for solution are almost as intricate as on the agricultural side. When we have solved the problem, on its agricultural side, of the production of the raw material of a quality and of a quantity to the acre which renders competition with other countries possible, we shall still have to make sure that we have organised the adequate chemical control in the sugar factories which we hope will grow up. As stated by Mr. Somers Taylor in his review of Dr. Geerligs' book, published in the last October number of the *Agricultural Journal of India*,—"The whole manufacture, from the time the cane is cut until the raw sugar is sent out, depends upon intricate chemical processes, in which a slight variation in method may involve losses which may make the modern factory, with its enormous outlay upon machinery and staff, very little more efficient than the old open pan method with its small initial outlay and poor outturn. It is to check such losses and to find out their reason that the presence of a skilled and well-organised chemical staff is an absolute necessity in a modern sugar factory."

In other words, when we have solved the agricultural problem, there will still remain for solution the problem of the economic output of refined sugar on modern lines; and that in its turn depends whether capital will come forward or can be induced to come forward in India for the establishment of up-to-date factories. I understood that this problem is nearer solution here in the Bombay Presidency than elsewhere.

Three Factors of Increased Production.

In regard to the value of phosphate manures in India, including as it does the question relating to deterioration of soil, etc., I do not propose to make any remarks and I will pass on to the 8th subject namely, "the best means of bringing improved methods of agriculture to the notice of cultivators." I have already on various occasions expressed my views on this subject, but I should like to call to mind the advice which was given by His Excellency the Viceroy on the 16th of April last at Lahore, since his remarks have a direct bearing upon this question: Lord Chelmsford said:—"Let me suggest that, if the desired increase of production is to be secured, improvements are necessary in three directions, (1) in the methods of cultivation, (2) in the selection of better varieties of the staple crops, and (3) in the harvesting and marketing of pure grades. The Agricultural Department is doing its best to introduce all these improvements, and is meeting with a most encouraging degree of co-operation. The superiority of its selected varieties of various crops, especially of wheat and American cotton, has already been proved. I hope that

there will be a considerable expansion of research in this direction as soon as more workers are available. . . . Government are also considering the question whether anything can be done to improve the arrangements for the marketing of cotton so as to secure to the cultivator a full price for superior varieties. These are all matters in which the large landholders of the province can render material assistance. You can stimulate improved methods of cultivation on and around your estates by example and precept, you can help your tenants to obtain the best varieties of seed by establishing seed farms in co-operation with the department, and so teach them the value of maintaining pure strains, and you can discourage the practice of adulteration which has sullied the reputation of India's crops and prevents the cultivator from reaping the full value of his outturn. In all these respects your help will be invaluable; in fact, rapid progress will be impossible without it. Only a comparatively small number of people are able to visit the Government farms, and those who do go are not always satisfied that they could produce the same results themselves. But when they see their neighbour adopting some reform, growing better crops and getting more money for them, then they are readily converted and in their turn become apostles."

His Excellency was addressing more particularly the big landowners of the Punjab, but his latter remarks are relevant to the general consideration of the question of the best means of bringing improved methods of agriculture to the notice of cultivators. Demonstration farms run by Government are of value, but of far greater value, I suggest, is the demonstration which can be organised and carried out—though under departmental supervision—in a cultivator's own plot.

The Economic Holding.

The ninth subject I will only touch upon briefly. It is one of extraordinary difficulty. The question of the economic holding has occupied the attention of agriculturists and economists for a considerable time, and so far as India is concerned, Mr. Keatinge, the Director of Agriculture in Bombay, has devoted more study to it than perhaps any one else. You are probably aware that Mr. Keatinge has endeavoured to put his remedial proposals in a form which might take legal effect and the lines upon which he proposes to proceed are, put very briefly, to legislate so as to enable landowners or proprietary occupants to register a holding as an "economic holding" and, when a holding has been so registered, to provide that it should then become impartible, like certain other kinds of property in Hindu law. In a paper from Professor Stanley Jevons, a similar line of argument is used, and he advocates the device of "a system of officially recognized trustees of estates imperfectly parted." Whether his proposals are within the range of practical politics, however, will be for you to discuss. Quite recently, the matter has also been the subject of investigation by His Highness the Gaekwar's Government and the conclusions which were there come to tentatively follow lines somewhat analogous to those suggested by Mr. Keatinge. Last but not least, Dr. Harrold

Mann, as you all know, recently contributed a most valuable paper on the subject of the economics of a Deccan Village. The whole subject is one of profound interest for almost every province of India and I think we may look forward to a very interesting and informing discussion. The conclusions come to by a Board of Agriculture must necessarily be tinged with an agricultural bias, but I am quite sure from the thorough way in which Mr. Keatinge has gone into the subject that the economic, the legal and the traditional aspects of the question will not be overlooked. An interesting article was published in the Agricultural Journal for April 1913, entitled "The Consolidation of Scattered Holdings," in which was quoted an extract from the Presidential Address delivered before the Swadeshi Mela by Raja Pyari Mohan Mukerjee, who evidently advocated action by Government in control of sub-division of estates; but the difficulty in the way of remedial action is undoubtedly far greater, as the evil itself is also of greater dimensions, in India than elsewhere.

Consultation with the Public.

The tenth subject is closely connected with the fifth to which I have already referred, and I would only suggest that in your deliberations you should bear in mind the need for co-ordination of method between Imperial and Provincial, and for keeping an eye on the man in the street as well as the technical and professional expert. We are in duty bound to keep the general public informed of our work, and I suggest that it would be well to consult unofficial publishing companies from time to time on the subject of our methods of publication. I know Mr. Mackenna is fully alive to the need of this.

Adulteration of Produce.

Subject XI, "Experimental error" is a very technical one and I pass on to XII "What action can profitably be taken by Government to discourage the adulteration and mixing of agricultural produce." This is no new problem and it is one to which I have had occasion to refer before now, as for example, in my speech in Council on the 10th March 1917. Like so many other things, the evil has been brought even more prominently to notice as one result of the war. As has been stated by the Government of India in a reference which has been made to Chambers of Commerce, it seems reasonable to suppose that the present war will be followed by a period of keen competition among industrial nations for materials of all descriptions and for products which India should be in a specially favourable position to supply. It is, however, a question whether India will be able to capture and retain these extended markets if steps are not taken to effect an improvement in the reputation which some of her products have, through this mal-practice of adulteration, earned in the past. It is to be feared that, though in some respects an improvement has taken place in this matter, cotton is still watered, jute is still adulterated, groundnuts, hide, indigo and oils are also tampered with. Action of

a tentative character, aimed at prevention, has, as you all know, been taken from time to time. For example, a very great improvement has taken place since 1906 in regard to the adulteration of wheat and it is satisfactory to note that the Royal Commission on wheat supplies is now purchasing all grain, including barley, gram and maize, on a pure basis and this, it is hoped, will be continued. In regard to cotton, the obstacles to Government intervention to prevent fraudulent damping and mixing were the difficulty of making any legislation effective without an inquisitorial system of inspection which the results might not justify, the undesirability of legislating solely for cotton, the advisability of avoiding a repetition of evils to which the Bombay cotton law gave rise and the belief that the remedy largely lies in the hand of the dealers themselves. In regard to the last consideration it is satisfactory to note that in Madras it has been possible to bring cotton dealers together in a combination to prevent the fraudulent admixture of *pulichai* cotton with better grades. Similar arguments against intervention by Government were held to apply to the fraudulent watering of jute. Again in regard to hemp, an inquiry instituted four years ago elicited the opinion that the remedy for the defects in the method of preparation of hemp exported from India lay in the hands of the buyers themselves. Although Government are still inclined to adhere to the view that the evils of Government intervention outweigh the advantages, suggestions have again been invited on the subject from Chambers of Commerce, and Government have expressed their willingness to co-operate if further discussion should show that any action on their part is feasible and desirable. It has been suggested, however, that if the leading exporting firms of the various commodities would arrange with their leading buyers to insist on freedom from adulteration, an improvement would probably result more readily than by any form of intervention on the part of Government. All these *pros* and *cons* will no doubt be taken into your serious consideration and Government will welcome cordially any suggestion which the full Board are able to submit to them calculated to lead to the discouragement of the adulterations which have brought Indian produce into such questionable repute.

Increased Productions.

Subject XIII is one of peculiar interest at the present time. As you are aware, circumstances have arisen which have made it desirable during the past two years to encourage, as far as possible, an increase in the outturn of food crops and various expedients have been suggested for encouraging widespread sowings of wheat and other staple food crops. It is not necessary for me to refer here to the various schemes submitted and in some cases put in force for encouraging the bringing of waste land under cultivation and of extending on easy terms the temporary cultivation of land, for that is a question of administration, pure and simple. What the Board are concerned with is the purely agricultural aspect of the question and this seems to me to be largely one of the efficacy of our methods of organisation. Do these methods

enable us in a sudden emergency to assist in concerting a sudden and rapid expansion of cultivation on broad lines? If not, is it possible to devise methods which will be an improvement on those at present in use? You will see from the terms of reference that allusion is made to the improvement of yield by the introduction of improved varieties, by the increased use of artificial fertilisers and by means of improved cultural methods; and the question for consideration really amounts to this:—Are we, with the staff of the department, both imperial and provincial, organised as it is at present, in a position, directly and at short notice, to facilitate the diversion of the energies of the cultivators on particular occasions into particular channels? We are all aware that we are lamentably understaffed as compared with the needs of this great country, but that is, for the moment, an ancillary point. The main issue is whether, with an improvement in organisation, it is possible to devise methods better calculated to achieve the results suggested in the terms of reference.

Commercial Fertilisers.

In regard to subject XIV, the matter as stated in the terms of reference was discussed on the third day of the Board of Agriculture meeting held in 1907, and a good deal of information was there given leading up to the conclusion that the time was not then ripe for the introduction of legislation on commercial fertilisers; but the Board recognised the desirability of maintaining a special watch over the developments which might occur in their use. It was stated by Dr. Leather on that occasion that there was already a real awakening in recent years as to the value of oil-cakes among the cultivators of India. It will be interesting to see whether that awakening developed and has resulted in such a change as to make it desirable to reconsider the position then arrived at.

Irrigation Economics.

I have already detained you too long, I fear, and I will not refer specially to subject XV. But I must just briefly remark, in regard to subject XVI, that we seem to have come now to a stage at which it is impossible to consider the laying down of lines of investigation in regard to the water requirements of crops for different tracts in India. Dr. Leather, on the commercial side and Mr. Howard, on the agricultural, have both gone into the subject, while the attention of the agricultural workers in provinces have also been directed to it in recent years. The problem is to systematise the future prosecution of inquiries, especially in a province where irrigation is extensive, such as the Punjab, and even for areas less extensive, such as the Bombay Deccan. I know that here too the problem of water-logging is a serious one and that the economy of water will operate beneficially in two directions. I understand that the sub-committee which is to deal with this subject will be presided over by Mr. Ward, the Inspector-General of Irrigation, and will include also Mr. Gebbie, Chief

Engineer, Bombay, who has had long experience of irrigation in Sind. I hope that the result of the Board's deliberations will be to evolve a systematic line of experimental advance which may lead us to definite conclusions and a definite policy.

Agricultural Education.

The last subject I propose to refer to in the briefest possible manner, since I fear that you already feel that I am an Educational Minister gone wrong. We discussed the lines of policy for agricultural education at great length last June in Simla, and the problem before the Board is to frame a model syllabus for agricultural middle schools. I would only add on this, my pet subject, that just as it is now realised that a development of education throughout the country must form the basis of any lasting political advance, so, wide-spread agricultural education is a necessity if all the work which the agricultural departments in India are doing is to reap the fruits which the amount of the labour expended entitles us to hope it will.

Agricultural Department.

REPORT FOR 1916-17.

(United Provinces.)

Private and Government Farms.

Private enterprise has stepped in to materially aid the department in many branches of its work. Not only has there been an increase in the number of private farms opened on large estates working in conjunction with the department, but there has been also increased readiness on the part of shareholders in co-parcenary villages to place their *sir* land at the disposal of the department for demonstration purposes. The bulk of the private farms are in Oudh where, owing to the nature of the land tenure, it is easier to arrange for compact areas. But a certain number of the farms are also springing up in the estates of larger proprietors of the Agra Province, and several court of wards estates have opened seed and demonstration farms. Zamindars in co-parcenary villages can rarely arrange for establishing anything in the nature of a farm, owing to the scattered nature of their property, but many are doing useful work in giving up plots of the land retained for their own cultivation for demonstration work. These farms and plots have materially facilitated demonstration and extended it over wider areas. They have also proved most useful for multiplication and distribution of seed of selected varieties. The Oudh farms have supplied large quantities of seed, mainly Pusa wheat, to the tenants of the estates, and the rapid spread of this wheat through part of the provinces is largely due to their agency. Perhaps, however, their main value is indirect rather than direct. The

owners are men of capital and are in a position to show what can be done on holdings of an economic size, properly cultivated and irrigated. They thus set a standard for smaller men to follow. Demonstration plots show the value of particular crops and methods of cultivation. It must, however, be pointed out that valuable as these private agencies are, they do not obviate the necessity for establishing centres of work of the Agricultural Department, and to have one such centre in each district, which will be the headquarters of the inspector to whom applications for seed, implements, and other forms of assistance can be made. The policy, therefore, of establishing a district farm in each district is being kept in view and will be developed as circumstances permit.

Horticultural Education.

Both the *chaudhri* and *mali* classes were full. The former do excellent work in imparting a sound knowledge of horticulture to a body of intelligent and educated young men, which fits them to undertake management of private gardens and less important Government posts. There has been no difficulty in obtaining employment for them. The demand for *malis* continues in excess of trained candidates. Owners of gardens are encouraged to send their own men for training to the gardens. The results of this system have so far proved satisfactory and the men are well spoken of by their employers after they have been through a course at the gardens.

Assistance to the Public—Distribution of Seed.

The various organizations for distribution of seed continued fully employed during the year. The demand is most insistent, and the majority of the depots were cleared out of seed sometime before the sowing season commenced. In all, some 50,000 maunds of seed were sold from the department's stores, of which 24,045 were sold in the Eastern Circle and 17,630 in the Central Circle. These are apart from sales from private seed and demonstration farms of which no record is furnished. There would appear *prima facie* ample room for the establishment of seed stores as commercial concerns to relieve the department of much of this work which takes up an undue amount of its officer's time; but, as has been previously pointed out, the agriculturists of these provinces, as a body, have not been educated up to the point of paying more than the food grain rate, even for seed which they have good reason to believe to be reliable. Under such circumstances, a seedsman's business would not offer the same attractions as in countries more advanced agriculturally, and the department must continue to rely largely on private agencies which are not primarily aiming at profit. The number of these is rapidly increasing and the farms of the larger landowners have been established with the main object of supplying good seed to their tenants.

CO-OPERATIVE SOCIETIES.

Report for the year ending 31st May 1917.

GOVERNMENT RESOLUTION.

[Bihar and Orisa.]

Instruction in Co-operative Principles.

In the maintenance of primary societies and the instruction of their members in co-operative principles, the chief difficulty is the illiteracy and ignorance of the classes from which the members are drawn. The average member is unable to read and write, and it is hard to make him appreciate the objects of his society and its relation to the Central Bank and Government. This is the great barrier to progress, which can only be finally broken down by the extension of education. The report indicates some of the methods which have been proved successful, either here or elsewhere, in the dissemination of co-operative knowledge. Of indirect means of instruction the two most successful seem to be the holding of general meetings and the formation of Gurantee Unions. It is obvious that in a society in which only one or two persons are literate, and they of course are members of the committee, an annual general meeting of which the chief function is to look into the working of the society and control the committee must be a farce, unless there is some reliable person present to explain the real position to the members and to see that all the business enjoined by the bye-laws is intelligently transacted. On the other hand, if the Directors of the Central Bank or other educated persons, who have acquired a proper knowledge of the working of societies, will take the trouble to preside at these meetings, the proper transaction of business is one of the best educations which the members can receive. In the opinion of the Lieutenant-Governor in Council, therefore, there is no way in which educated people who understand co-operative work can better help the movement than by giving up a little time in the Spring of each year to preside at these meetings; and it is hardly too much to say that the progress of co-operation for many years to come is likely to depend to a great extent on the voluntary aid thus forthcoming.

Agricultural Co-operation.

Agricultural co-operation has still made little headway, although the Agricultural Department is beginning to utilize the Central Banks and primary societies more and more for the distribution of seed and manure and kindred purposes. The time is not far distant, however,

when the Agricultural Department will have to take the initiative in the promotion of societies for production and sale, and it is important that its officers should make themselves thoroughly acquainted with the principles of co-operation and its recent developments both in this and other countries.

General.

In proportion to its population and size, Bihar and Orissa is far behind most other provinces in the number of its societies and the amount of their aggregate working capital; and with the present rate of registration whereby little over 200 societies are founded annually the leeway can hardly be made up. In the areas already opened up quicker progress cannot be expected, since the Registrar, in order to ensure sound organization, rightly limits the number of new societies opened by each Central Bank to 10 or 15 in the year. But apart from the Feudatory States, Chota Nagpur and the Santal Paraganas, where the difficulties caused by illiteracy and lack of supervision are acute, in nearly half the sub-divisions of Orissa and Bihar proper practically no societies have been registered at all. It is now time, in the interests of the cultivators, that the movement should be extended into these areas. For this the Registrar must be able to rely on the active co-operation of the district and sub-divisional officers. This does not mean that the latter should themselves organize societies or supervise them through their subordinates. What is required from them is first of all that they should select and interest gentlemen likely to take an active part in organization and supervision, then by reading and the occasional inspection of societies, familiarize themselves with the nature of the problems to be solved, and finally, by constant encouragement of non-officials and by seeing on the spot that the general policy of the department is carried out, endeavour to make sure that the societies are controlled on sound lines.

Annual Report for 1916-17.

GOVERNMENT REVIEW.

[The Punjab.]

Work of Consolidation.

The year 1916-17 has again been one of consolidation rather than expansion for the co-operative movement. Practically all societies have been subjected to systematic inspections and the majority have been classified as good, fair, poor or bad. The thorough nature of this scrutiny is shown by the fact that no less than 12,000 members of agricultural societies, who had no real interest in the movement, have been expelled, and a number of unsuccessful societies wound up; and as the Financial Commissioner remarks, this cleansing process cannot

but have a strengthening and invigorating effect upon co-operation as a whole. Much has been done during the year to improve the status of societies by the issue of new rules under section 43 (1) of Act II of 1912 and by the grant of the concessions mentioned in paragraph 9 of the report.

Inspecting Staff.

This consolidation would have been impossible but for the increased activity of the inspecting staff. Its numbers have been strengthened, and its position regularized by the acceptance of the principle that inspectors should be paid by Government and sub-inspectors by societies. There are now 19 inspectors, one for every 200 societies, and 100 sub-inspectors. With the help of this numerous staff of expert subordinates, which Government will be ready further to expand if the necessity is established, no difficulty need be anticipated in extending the scope of the movement. Government has already done what is possible in existing conditions to strengthen the superior supervising agency. The Registrar is rightly devoting attention to the education of his staff in the true principles of co-operation and to impressing on existing societies the practical essentials of success, such as insistence on adequate security and a rigid scrutiny of the objects for which loans are sought. But these objects are not incompatible with a reasonable expansion of the co-operative system which is still very backward in all the western districts as well as in Gurgaon and Hissar.

Non-agricultural Societies.

Non-agricultural societies have increased from 32 to 37, but with the exception of a few weavers' associations they cannot be said to be successful. Lack of education and of the mutual confidence essential to co-operation are the chief obstacles to progress. The philanthropic and religious societies which have interested themselves in the reformation of the criminal tribes would find a useful sphere for their activity in the encouragement of co-operation among the menial classes, but only one instance of such help is quoted in the report, and this appears to have been spasmodic and consequently unsuccessful.

Conferences.

The Lieutenant-Governor has read with interest Mr. Maynard's observations on the result of the conference between the Agricultural and Co-operative Departments, and agrees that the closer relations now established between them will be of the greatest benefit to both. Co-operative officers already attend the short vernacular course at the Lyallpur College, and in other ways are being associated with the work of the sister department. The time has come for co-operative societies to do something more than provide credit for the cultivator, and further progress in this direction may well be anticipated.

Annual Report for 1916-17.**GOVERNMENT RESOLUTION.**

[Bengal.]

Progress during the year.

The year ending the 30th June 1917 was, on the whole, a year of agricultural prosperity in Bengal, and it has been marked by acceleration in the development of the co-operative movement. The year's increase was, in the number of societies 843, in the number of members 21,615 and in the working capital 27 lakhs, compared with 251 societies, 14,717 members and 15 lakhs, the increase of the previous year. The reserve funds have increased from 8½ lakhs to 10¾ lakhs.

A trained staff.

The outlook is promising, but the Registrar has not omitted to draw attention to weak points; and the details of his report demonstrate clearly the truth of his contention that further development on a sound basis requires an increase in the strength of organizers, both official and non-official. The careful selection and instruction of office-bearers at the time of the formation of new societies, the relentless pursuit of those office-bearers who have been found guilty of dishonesty, the continuous supervision of societies which show tendencies to slackness, and the thorough audit of every society constitute a task which throws an ever-increasing burden on those on whom the movement relies for its success. Co-operation in Bengal is no longer in its infancy; and while the Governor in Council realises that for some time to come the Registrar will necessarily require a substantial staff of trained subordinates throughout the Presidency, it has become evident that the staff paid by Government cannot be indefinitely increased in proportion to the increase in the number of societies, and that the movement can afford and will be obliged to bear a substantial share of the financial burden. The Provincial Co-operative Conference which met in February 1917 accepted the principle that every well-established society should contribute to the cost of audit, and during the year under review a scheme was worked out which will provide for an immediate addition to the staff of 14 auditors who will be paid for by societies. This will make provision for the regular audit of all societies, which is the first necessity and is required by law. The extent to which the number of Government Inspectors can be increased is now under the consideration of Government, but it has become apparent that as the movement expands it will have to contribute more largely than in the past to the cost of general supervision as well as of audit.

Conferences.

The Departments of Agriculture and Co-operation have held several joint conferences at which practical schemes for spreading

agricultural improvements were discussed. Their joint efforts have been largely devoted to the extension of potato cultivation. The collection and distribution of selected potato seed, and the realisation of its value from cultivators scattered over many districts is by no means a simple problem: the attempt to organize this business has proved a heavy burden to the officers of the departments. The extensive use of manures in the future depends largely on the joint efforts of the two departments, because the use of expensive manure involves purchase on credit.

The Governor in Council endorses the Registrar's remarks about the value of the Provincial Co-operative Conference which was held in February 1917: apart from the benefit which the members derive from the discussion of practical difficulties, the Conference affords a convenient opportunity for the co-operators of the Presidency to make their views known to Government and their unanimous desire to have the Public Demands Recovery Act extended to the recovery of dues from societies under liquidation has found expression in a Bill which is now before the Legislative Council.

E D U C A T I O N .

Indian Education in 1915-16.

REVIEW OF THE EDUCATIONAL COMMISSIONER WITH THE GOVERNMENT OF INDIA.

Expenditure.

The total expenditure during the last three years, and the portions of it borne by public funds (*i.e.*, provincial, local and municipal) and by private funds (*i.e.*, fees, subscriptions, endowments, etc.), are as follows :—

| Year | Public funds | Private funds | Total |
|---------|--------------|---------------|--------------|
| | Rs. | Rs. | Rs. |
| 1913-14 | 5,50,11,490 | 4,52,12,387 | 10,02,23,877 |
| 1914-15 | 6,33,02,792 | 4,58,67,700 | 10,91,70,492 |
| 1915-16 | 6,21,68,904 | 4,86,60,345 | 11,08,29,249 |

Thus in two years, during the last twenty months of which the Empire has been at War, expenditure has increased by over 1 crore of rupees, to which must be added a sum of about 30 lakhs expended in Native States, last shown in 1913-14 and since omitted. Hence the total increase has been Rs. 1,36,00,000 (£907,000) and the total expenditure in British India now just exceeds 11 crores which equals £7,333,000 sterling. Madras, the Punjab and the Central Provinces show the largest increases during the year amounting respectively to nearly 13.5 and 4 lakhs. The United Provinces, Burma and Bihar and Orissa show considerable decreases.

Statistical Progress.

There are now 189,248 educational institutions in British India. This represents an increase of 4,192 institutions, in the year under review. Special institutions, classified as 'other schools' and private institutions have decreased by 2,553. Public institutions, other than special, have increased by 6,673. Pupils have increased by 169,077 and now number 7,617,496. The increase has been largest in Madras, but is shared by all provinces save Bihar and Orissa and Coorg.

Analysed according to grade of institution, the totals and the increases and decreases are as follows :—

| | | | Thousands of pupils | |
|------------|-----|-----|---------------------|----------------------|
| | | | Totals | Increase or decrease |
| | | | Rs. | Rs. |
| Collegiate | ... | ... | 55'5 | 4'9 |
| Secondary | ... | ... | 1,128'4 | 30'4 |
| Primary | ... | ... | 5,638'2 | 190'4 |
| Special | ... | ... | 161'1 | 59'1 |
| Private | ... | ... | 634'3 | 2'4 |
| Total | ... | ... | 7,617'5 | 169'0 |

Examinations.

In some quarters dissatisfaction has been expressed at the number of failures in examinations. Various reasons have been assigned for this. It may not be without bearing on the point to observe that the average cost of education in an ordinary arts college is Rs. 150 and in a secondary school less than Rs. 27 per student. It has also been a matter of complaint that the standards of university examinations are apt to vary to a large degree. Some variation is inevitable; but that variation has not been excessive in recent years may be seen from the following percentages of success in the University examinations most commonly taken :—

| | | | 1906-07 | 1911-12 | 1915-16 |
|----------------------|-----|-----|---------|---------|---------|
| B. A. | ... | ... | 39'2 | 56'8 | 51'1 |
| B. Sc. | ... | ... | 51'4 | 57'4 | 64'4 |
| Intermediate Arts... | ... | } | | 49'5 | 42'6 |
| Intermediate Science | ... | | 40 | 49'8 | 52'7 |
| Matriculation | ... | ... | 44'2 | 53'6 | 52'8 |

The results cannot be described as satisfactory. But they are at least better now than nine years ago. Whether or no the standard of attainment among those who pass has remained steady, is a different question; and certain remarks made by principals of colleges and quoted in the report of the Director in the United Provinces appear to indicate variations of standard as between one university and another. One principal says that the type of student who gets a

first class in the Calcutta matriculation would normally fail altogether in that of Allahabad. Another, who is reported to have opportunities of judging the products of both universities, declares that a third division in the Calcutta examination means sheer illiteracy and adds that a boy who fails to get through the Allahabad matriculation or the school-leaving certificate of the United Provinces can go over the border, read in a school recognised by Calcutta and get a first division. Whether or no these criticisms are justified, the University of Calcutta have formed a committee for the consideration of questions touching their matriculation.

Public Instruction in Burma.

FIFTH QUINQUENNIAL REPORT FOR THE YEARS 1912-13 TO 1916-17.

Religious and Moral Instruction.

The experiment of religious instruction, which was first tried in Government Schools in 1910, has proved a success. In certain schools among which were the Government schools at Rangoon and Akyab, the apathy of parents or masters or the difficulty of making suitable arrangements cause the teaching of religion and morals to be intermitted for a time, but it was soon resumed. Buddhism is taught in Government vernacular and Anglo-vernacular schools, Mahomedanism and Christianity in a few only. Mahomedan boys in the Government Anglo-Vernacular schools at Katha and Maymyo attend mosque on Fridays. Most Mahomedan and Christian parents however have, like the Hindus, preferred to make their own arrangements for religious instruction. The Government High School for Europeans at Maymyo and mission schools teach only Christianity.

Temperance.

Special attention has been paid to the teaching of temperance in recent years. The subject was introduced into European and Anglo-vernacular schools in 1914-15. It is taught as part of the ordinary religious or moral instruction in such schools, but most schools have had special lectures also from Civil Surgeons, Temperance Advocates, or members of the staff. Buddhist societies have taken the matter up with energy. The Civil Surgeon at Allanmyo has induced half the pupils in the school to abandon smoking. At Ma-ubin all the teachers are reported to be total abstainers and half of them non-smokers, while the pupils are saving for Post Office War Loan certificates the money that before was spent in cigarettes. The movement is yet young and is bound to grow and check the use of stimulants and narcotics. Even the time-honoured custom of betel-chewing is placed under the ban of the temperance societies. This habit, if less harmful than smoking, is more offensive,

EXCISE.

Excise Administration.

REPORT OF THE BOARD OF REVENUE ON EXCISE ADMINISTRATION IN THE YEAR 1916-17.

[Madras.]

Changes made since the Excise Committee of 1905-06.

The policy of Government has always been to minimise temptation to those who do not drink and to discourage excess among those who do; and in furtherance of this policy the Excise Committee, which was appointed in 1905-06 to consider the question of the better regulation of the trade in intoxicants with special reference to the reduction of consumption, held that the most effective methods were to make the tax on liquor as high as possible without stimulating illicit production to a degree which would increase instead of diminishing consumption as a whole, and to restrict the facilities for obtaining liquor or drugs by reducing the number of places of vend. Other suggestions made by them included reduction of the strength of liquor and hours of sale and arrangements for such publicity of liquor shops as, it was hoped, would deter certain classes of people from entering them. Most of these recommendations have been adopted in this Presidency and consistently followed. Ten years have now passed and the Board has taken this opportunity to examine briefly the results of the action taken on the recommendations of the Committee.

Rates of direct duty.

The rates of duty on the chief intoxicants (country spirits and toddy) vary according to the circumstances of the districts, the conditions of the two northernmost, the two West Coast districts, the Ceded Districts and the Madras Town being exceptional. In the rest of the Presidency, *i.e.*, the East Coast from Godavari to Tinnevely, there is very little variation and the rates of duty are generally uniform. In stating these, tree-tax has been given in terms of the tax on a date or palmyra and the difference between the actual cost price at the factory and the fixed issue price has been reckoned as the duty

on opium. The following are the general rates for 1906-07 and 1916-17:—

| Year | Still head duty per proof gallon of arrack | Tree-tax on a date or palmyra | Tariff rate on imported spirit per proof gallon | Duty on beer per gallon | Duty on ganja per seer | Duty on opium peer seer |
|-------------|--|-------------------------------|---|-------------------------|------------------------|-------------------------|
| | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. |
| 1906-07 ... | 5 0 0 | 2 0 0 | 7 0 0 | 0 1 0 | 5 0 0 | 15 5 6 |
| 1916-17 ... | 6 14 0 | 2 8 0 | 11 4 0 | 0 4 6 | 12 8 0 | 80 8 0 |

Indirect duties.

Indirect duties are levied in the shape of shop-rents, which are fixed by auction except in the case of certain classes of foreign liquor licenses and a few exceptional licenses. The following are the total amounts realized for the two years in question:—

| Year | Arrack | Toddy | Foreign liquors | Ganja | Opium |
|-------------|-----------|-----------|-----------------|----------|----------|
| | Rs. | Rs. | Rs. | Rs. | Rs. |
| 1906-07 ... | 21,09,515 | 47,00,480 | 3,96,945 | 2,60,590 | 3,86,232 |
| 1916-17 ... | 45,78,597 | 97,77,685 | 6,13,828 | 5,60,345 | 8,10,596 |

Number of licenses.

The reduction in the number of licenses has been very large, amounting to over 11,000 in all. The following are the figures:—

Number of shops.

| Year | Arrack | Toddy | Foreign liquors | Ganja | Opium |
|-------------|--------|--------|-----------------|-------|-------|
| 1906-07 ... | 10,239 | 18,684 | 890 | 636 | 1,121 |
| 1916-17 ... | 6,871 | 11,851 | 720 | 418 | 658 |

The rental values of the shops closed are only available in the case of arrack and toddy shops closed in the last three years. These amounted to over 12 lakhs of rupees.

The licensing authorities have been assisted by advisory committees in settling the number and location of shops since 1908 in municipal areas and since 1914 in 96 unions of an urban character. The total number of licenses cancelled at the instance of the advisory

committees up to date is 608; of these 41 were cancelled in the year under review. Their recommendations were acted upon in all but twelve cases in 1916-17.

Roadside shops.

The experiment of removing roadside shops to places where they would not prove a temptation to wayfarers, which was referred to in the report for 1915-16, was tried during the year in the Tinnevely and North Arcot Districts. The reports received on the subject were inconclusive mainly for two reasons, *viz.*, (1) that the effects on consumption had been judged either by shop rents or by figures of consumption for districts as a whole or for all the shops that had been removed, and (2) that difficulties had been experienced in finding sites which complied with the conditions laid down. The harm done by the concentration of shops on the roadsides is, however, as obvious to the experienced district officers as it is difficult to establish by means of figures, and definite instructions have since been issued to all Collectors not to locate arrack and toddy shops, sanctioned to supply the needs of villages, on roadsides where they put temptation in the way of travellers.

Publicity of drinking places.

It was hoped to discourage drinking by persons who were amenable to public opinion by inserting provisions for making the interior of shops visible from the street and prohibiting anything in the nature of a private bar except under license. Provisions to this effect have been inserted in conditions 3 and 4 of the general conditions applicable to all abkari and opium licenses, but they are not always enforced. On the other hand many toddy shops have a variety of compartments for different castes. It is doubtful if it will ever be possible to introduce the Gothenburg system in its entirety in this matter in the case of shops that cater for both castemen and Pan-chamas.

Hours of sale.

The hours of sale have been revised and are now from sunrise to 9 P.M. in the case of toddy shops, and from 9 A.M. to 9 P.M. in the mufassal and from 9-30 A.M. to 9. P.M. in Madras in the case of arrack and foreign liquor shops, a few only of the latter being allowed to keep open later on payment of special fees. An experiment in the closure of all liquor shops in Ootacamund at 8 P.M. is on trial.

Reduction in the strength of liquor.

A measure that was urged on temperance grounds in the Legislative Council was reduction in the strength of the country spirit sold. This has been cautiously gone about. It was introduced in the year 1914-15 in the districts of Godavari, Kistna, Guntur, Nellore, North Arcot, Tanjore and Trichinopoly and parts of Chingleput and South Arcot when the issue strength of arrack was reduced from 30° to 32°

under proof. A further reduction to 34° under-proof was made in 1917-18. The following are the figures of consumption for the tracts in question for the year since the experiment was inaugurated :—

| Districts | | | 1914-15 proof galls. | 1915-16 proof galls. | 1916-17 proof galls. |
|---------------------------------------|-----|-----|-------------------------|-------------------------|-------------------------|
| Godavari (excise tracts) | ... | ... | 64,814 | 66,559 | 68,202 |
| Kistna | ... | ... | 133,347 | 133,491 | 150,875 |
| Guntur | ... | ... | 78,231 | 71,517 | 80,761 |
| Nellore | ... | ... | 37,366 | 38,706 | 43,243 |
| Chingleput (excluding Saidapet taluk) | ... | ... | 39,590 | 36,768 | 35,742 |
| North Arcot | ... | ... | 91,580 | 82,462 | 96,845 |
| South Arcot (high duty area) | ... | ... | 106,224 | 82,077 | 82,891 |
| Tanjore | ... | ... | 56,909 | 49,080 | 47,170 |
| Trichinopoly | ... | ... | 80,586 | 64,701 | 66,528 |
| Total | | | 693,647 | £25,361 | 672,257 |

While these figures are inconclusive, the fact that the greater part of the illicit liquor seized is greatly above the strength of that sold in licensed shops and that, to be brought to that strength, it must have been twice distilled is significant. There is clearly a danger of driving the people to illicit practices by making licitly available only a very weak liquor. The Board is disposed to think that it would have been more satisfactory to try the effect of reduction in another way, that is to sell, as is done in Bombay, licenses for sale of 60° under-proof liquor only alongside those for the sale of stronger spirit. It is well known that if 30° and 60° under proof spirit are allowed to be sold in the same shop, there will be no sales of the latter. If they were allowed to be sold in separate competing shops, it might be found that this encouraged the demand for the weaker and less harmful.

Encouragement of the sale of Soda Water.

The question of introducing a scheme for the sale of aerated waters in liquor shops under a system of bonus to shopkeepers was discussed during the year, but it was given up as impracticable. Many arrackshops already stock soda water and lemonade and enquiries show that the people who drink their arrack diluted are either Eurasians or boys just learning to drink, and that the seasoned toper, if he drinks soda water at all, drinks it after not with his arrack.

Counter attractions.

Another experiment in temperance which was tried mainly in the year under review was the establishment of tea and coffee shops as counter attractions to the liquor shop. These were established generally through the agency of local boards or municipalities, sometimes at their own charges, sometimes by toll-gate or market contractors as a term of their contracts. The reports on the experiments are not very encouraging. Over thirty shops were opened, but there is no indication that any of them effected a reduction of

drunkenness, while all but about three appear to have been conducted at a loss. At the same time the objection is taken to the scheme by some educated Indians that, if tea and coffee are not liable to injure the drinker as spirit does, they are equally effectual in reducing the share of his wages that is available for food. The reports further appear to indicate that in competition with stronger drinks tea and coffee simply do not attract, and that it is a *sine qua non* for their success that such shops should be opened not in competition with but as substitutes for shops for the sale of alcoholic liquors. In the Board's opinion the best places for such experiments are outside factories or other places where men earn high wages for exhausting work and come out in need of a stimulant. In the absence of liquor shops tea and coffee shops might do good in such cases, but they should be managed by private agency, preferably such as would bring a desire for social service to the work.

Temperance Work.

The introduction of temperance teaching in schools has been approved by Government and text-books in English and the vernacular containing lessons on the evils of drink and the benefits of temperance are in use. Other means employed are illustrative matter such as stories from the ancient classics of India, charts and pictures showing diagrammatically the effect of intemperance, and lantern slides. The teaching staff is further advised by inspecting officers to interest themselves actively in the work of educating the pupils on the subject.

The Board has little information as to the activities of temperance associations. In reply to a reference, Collectors have reported the existence of seven such societies, but there must doubtless be many more than this number in existence in the Presidency. Their most manifest activities are in public meetings and representations to Government. Of their work among the drinking population the only information received by the Board is as follows :—

In Vizagapatam, there is a Service League affiliated to the Anglo-Indian Temperance Association in London. One of the members preaches on temperance in public places, another visits liquor shops, a third visits drinkers in their homes. The opening of a temperance shop as a counter attraction is contemplated.

There are three temperance societies in the Mangalore taluk of South Kanara, *viz.*, the Sri Jnanodaya Sangha, the Jeppu Temperance Association and the Roman Catholic Temperance Association. The first is open to all fishermen and men of the labouring classes. Every member is required to take an oath that he will never use intoxicating drink under any circumstances. The society has on its rolls 268 active members and 400 others and is said to be doing good work. A building is under construction for use as a free library and a night school. Since the establishment of the society, two toddy and two arrack shops fetching on an average an income of Rs. 5,000 per annum have been closed in the fishermen's quarter. The other two associations are directly concerned with Protestant and Roman Catholic

Christians, respectively. In addition to the above a fishermen's temperance society was formed in Malpe in 1914, but the Board regrets to learn that it has since ceased to exist.

Retail Sale of Country Spirit.

IMPORTANT CHANGE OF SYSTEM.

[Bombay.]

The following Press note No. 15080, dated 13th December 1917, is published for general information :—

PRESS NOTE.

Modification in the method of disposal of the right of retail vend of country spirit in the Bombay Presidency.

The Governor in Council has had occasion to review the system under which the right of retail sale of country spirit is decided, and after careful and anxious consideration he has come to the conclusion that a change is necessary in the interests of the general administration.

2. The system at present generally in force of separate shops with a fixed fee assessed on the sales of the previous year, and renewal from year to year to the same holder provided his management was good, was based upon the existence and observance of a maximum selling-price, and on the selling of full measure within the maximum price fixed. It was assumed that the licensee would not exceed this price and that he would sell full measure : in other words honest trading was postulated. The experience of the actual working of the system has however conclusively proved that these assumptions were not justified. A large majority of officers are of opinion that it is most difficult to enforce the maximum selling-price and that it is generally disregarded, either by price above the maximum being taken or by the giving of short measure (commonly known as *kasar*). This *kasar* is variously estimated at from 10 to 20 per cent. on the quantity sold. It thus affords to the shopkeepers a source of profit which is not taken into consideration when the vend fee is calculated under the system now in force and which in the aggregate amounts to a very large sum yearly. Convictions for selling short measure are most difficult to detect, apart from the strong inducements which the profits of the custom enable the shopkeepers to offer to the Excise staff to overlook it.

3. The most serious drawback of the fixed-fee system is that the very large profit thus made by the licensees forms a fund for the bribery of the subordinate Excise staff. The shopkeepers have more

to bribe for and far larger sums with which to bribe. The fact that the shopkeepers have more to bribe for is due to the comparative fixity of their tenure. The license remains in the hands of the same man until any misconduct is brought to notice. It is obvious that in the great majority of cases such misconduct can only be discovered by the Excise staff who are appointed for that very purpose. If the Excise subordinates can be tempted to shut their eyes to malpractices, the licensee remains undisturbed in his shop whatever his behaviour may be.

4. The extent to which the corruption may extend has been proved by recent investigations in one district where most of the staff were found guilty of receiving illegal gratifications. The system had been acquiesced in by the shopkeepers without complaint. They were perfectly willing to make the payments so long as these did not exceed a certain proportion and the practice was brought to light only when the demands began to be exorbitant. There is no reason to believe that this particular district is singular in the existence of such practices.

5. It may be said that the remedy for this state of affairs is the improvement in the staff of the Excise Department. Government fully recognise the necessity for a good class of men and will constantly endeavour to improve the existing staff. One important step in this direction has already been taken by the amalgamation of the Salt and Excise Departments and the creation of a grade of Deputy Commissioners of Salt and Excise with the special object of securing better supervision over the subordinate staff. No amount of supervision by superior officers, however, will put an end to the prevailing corruption so long as the existing method of disposal of licenses continues. Recent investigations have shown that even men with respectable family connections whose immediate relatives have done well in other departments succumb to the temptations placed in their way. It is not fair to the excise staff themselves that the shopkeepers should have such ample means and such ample inducement to bribe them.

6. The best way of putting an end to the existing unsatisfactory state of affairs is to curtail the bribery fund and at the same time to reduce the inducement to the shopkeeper to give bribes. The latter object can be to a large extent secured by making the shopkeeper less dependent on the good will of the excise subordinates. If the maximum selling-price, which is not in force in Bombay City nor in the Madras Presidency, and as already stated is not really adhered to in practice, is abolished, a powerful weapon in the hands of the excise staff to extort bribes will be taken away. If, however, the renewal of a license still depends on the favourable report of the excise subordinate, the shopkeeper will consider it worth his while to placate him and a continuity of tenure dependent on such report must therefore be avoided.

7. For the reasons given above, Government have decided to abolish with effect from 1st April 1918 the maximum selling-price except where it is necessary, in the entire absence of competition, to prevent either extravagant prices being demanded or recourse being

had to illicit distillation by persons who would go to shops if they could get their liquor there at a reasonable price. In shops near the borders of Native States fixed prices will be maintained in agreement with the administrations of these States. In such neighbourhoods the complaints of other shopkeepers or of the States concerned constitute a valuable auxiliary to the Excise Department in bringing malpractices to notice.

8. The abolition of the maximum selling-price, subject to the reservations mentioned, renders it impossible to continue the fixed-fee system in its present form since there is no basis on which the vend fee could be calculated. Government have considered whether any other system short of auctions could be adopted. Restricted auction has been previously tried under which an upset price is calculated and bids are stopped when they reach a figure of 25 per cent above this upset price. This system, however, has proved unsatisfactory in practice. Practically all the bidders will bid the upset price plus 25 per cent and the system again becomes one of selection which has been found open to serious objection in the past. The system of sealed tenders has also been considered. This is open to the objection that collusion is facilitated and rendered difficult to check, while if there is no collusion the tenders are more speculative than in an open auction. The advisability of trying this system in any special cases which the Commissioner or the Collector may bring to notice will however be borne in mind.

9. Government have therefore decided that auctions should be held in Bombay City, in other cities of the Presidency proper and in headquarter towns of districts or in other places where there are three shops within a reasonably small area. In other areas the system of giving out the license on a vend fee fixed by the Collector will be maintained. Auctions will be for a triennial period so as to allow of an average consumption over varying seasons without being long enough to create any fixity of tenure. Care will be taken to prevent the formation of combinations and to exclude bad characters from bidding. Measures will be adopted to see that no attempt is made to work up auction prices and any tendency unduly to push sales will be checked. As regards the latter there is no reason to believe that the consumption will be any greater than it has been or would be under the fixed-fee system, as it is generally agreed by those in a position to judge that the method of vend has no great influence on the quantity sold, which depends much more largely upon the price of liquor, the year's crops, the industrial conditions and other circumstances. If anything the consumption should be reduced, as it may be anticipated that the price of liquor will increase.

10. Government adhere to the principle that the still-head duty is the soundest means of taxation, and that it should be fixed at the largest sum that can be safely and uniformly taken. The abandonment of the maximum selling-price will allow prices of liquor to adjust themselves by the ordinary laws of supply and demand. A considerable difference between average retail prices and the still-head duty will be the best indication that the latter can safely be raised.

11. With the abolition of the maximum selling-price it will no longer be the duty of Excise Inspectors or Sub-Inspectors to interfere with high prices or short measures except where fraudulent methods are adopted or practised. The proper measures must be maintained in the correct form in the shops and the quantity demanded by the consumer must be supplied, but the price will be fixed by the shop-keeper. It will still be the duty of the subordinate staff to prevent the adulteration of the liquor sold and the sale of illicit liquor within the shops. Outside the shops the staff will continue to prevent the manufacture and sale of illicit liquor.

12. As the change in the method of disposal of shop licenses has not been dictated by considerations of securing additional revenue for any purpose of Government, Government have decided that any extra receipts that may be realized from the change should be earmarked and allotted by Government for local purposes, such as, the promotion of primary education and sanitary improvements and other matters of local administration. Any difference between the receipts under the system as now ordered and the vend fees at present received will accordingly be earmarked for these purposes. This will not however interfere with the right of Government to increase the still-head duty even if such increase shall decrease the amount of vend fee realised.

13. The changes in the method of disposal of country spirit vend licenses mentioned above will also be made applicable to Sind where the fixed-fee system, though long in operation, is proving unsatisfactory. Auctions will be held in the city of Karachi and in the towns of Hyderabad, Shikarpur, Sukkur and Larkana.

14. The Governor in Council believes that the changes now decided on will effect a much needed improvement. They are not innovations in the Excise Administration as the system has been in operation for years in other provinces, notably the Madras Presidency. They will remove a source of demoralisation from the Excise Department. They may diminish the profits of licensees: but these profits as at present earned are not the result of any legitimate skill or ability. These undue profits will, it may be hoped, be diverted into sources immediately beneficial to the general public.

Excise Administration.

GOVERNMENT REVIEW ON THE ANNUAL REPORT FOR THE YEAR
ENDING 31ST MARCH 17.

[United Provinces.]

Surcharge fixed-fee System.

It has at last been found possible to experiment with a variant of the fixed-fee system as an alternative to the auctioning of shops. The experiment has been made in the district of Muzaffarnagar, and the method employed is the "surcharge fixed-fee system." Under

this system the license fees take the form of a surcharge paid with the duty before the issue of spirit is allowed. The rate of surcharge is based on the average incidence of license fees per proof gallon. The shops were settled with such license-holders of the previous year as were of good character and financial stability. Although some difficulty was experienced at first in fixing rates of fees fair both to Government and the licensee, further experience should render much easier the task of assessing the surcharge duty. The system is as yet in its infancy, but the Lieutenant-Governor hopes that it is likely to prove useful at least in two ways: by weeding out undesirable vendors, and by reducing the incentive felt by the licensees to increase their income by questionable means. The licensee is relieved from the necessity of selling at least a certain amount of liquor in order to reimburse himself for the lump sum spent in license fees. The Lieutenant-Governor has no desire to forejudge the merits of the scheme, but he would very gladly see the experiment extended to one or two other typical districts, so as to ensure the thoroughness of the test.

Advisory Committees.

Since the 1st of April, 1916, advisory committees have been extended to all municipalities and have become entirely non-official. Provision has been made for the annual meeting of such committees. Their chief function is to supply those officially responsible for local excise administration with an indication of popular opinion on the facilities which should be given for the sale of liquor and drugs. The Lieutenant-Governor deprecates the attempt which has been made in some quarters to vest these committees with still wider powers before they have proved their utility. Such committees, for the most part, represent the interest of the abstainer rather than those of the consumer, and hence a natural tendency exists for their resolutions to conflict with the requirements of the moderate consumer.

MEDICAL.

Schemes for Extending Medical Aid.

TRIENNIAL REPORT OF THE SURGEON-GENERAL, 1914 TO 1916.

[Madras.]

A question closely related to the inadequacy of medical relief is this: the number of private medical practitioners who can supplement the work of public institutions is very small in this country as compared with the United Kingdom, where, according to the latest available figures, the number of registered medical practitioners at the close of 1915 was 43,325 for a population of about 45 millions (or roughly speaking, about the same as that of the United Kingdom), there were only 1,354 at the close of 1916. According to the census of 1911, the number of medical practitioners of all descriptions was only 25,108; and this number includes all vaidyans, hakeems, veterinary surgeons, and that large class of blatant quacks whose dangerous practices are unfortunately still rampant all over the country. Even our very small number of registered medical practitioners is not distributed uniformly throughout the land, there being a concentration of them in and around our large towns and cities, while the supply in rural areas generally, and in the Agency tracts, Ceded Districts, etc., in particular, is quite inadequate. It is unfortunate that practice in rural areas has not yet become popular among the men who pass out every year from our medical schools and colleges; but there is unlimited scope for work in this direction and money too for keen and capable men. In view of this scarcity great value is to be attached to the institution of itinerating dispensaries in rural areas, which take both doctor and drug to the very doors of the sick and the suffering. The founding and maintaining of large institutions is beyond the means of most local bodies, and Government does not demand it of them. But, with regard to the smaller hospitals and dispensaries, the case is wholly different. The founding and maintenance of such institutions is one of the primary duties of local bodies. It is also one of the most laudable objects, to which public funds and private charity may be applied. It is now recognised that to education even secular education trust funds of temples and other religious and charitable endowments may be legitimately applied. Is it too much to ask that sanitation and medical relief be treated in the same way as education, so far as the application of those charities is concerned? The wealthy classes should realise that a great deal of suffering may be relieved by founding and maintaining medical institutions especially institutions for women and children. To make provision for the relief of suffering humanity is one of the most pious

and laudable ways of spending a portion of their accumulated wealth a wealth, which, in theory at least, they are supposed to hold in trust for the benefit of all humanity. What better use can there be for this wealth than in ministering to the needs of the sick and the suffering.

Itinerating Dispensaries.

The object of these institutions is to provide medical relief in the out-of-the-way places where medical aid is scarce and to supplement the work of stationary institutions in times of epidemics. They are in no sense to be regarded as rivals to stationary institutions or to private enterprise, for from the very nature of things, the relief given at these institutions cannot but be inferior on the whole to that given at permanent institutions or at the surgery of private practitioners. The system has proved a great success in the United Provinces, where the dispensaries are superintended by junior Indian Medical Service officers, who spend a large part of their time in camp and who perform a large number of major operations on patients collected at fixed localities by the Medical officers in charge of these itinerating institutions. In the Madras Presidency, the first experiment in this direction was made as early as 1910 in the Chodavarm division of the Godavari Agency and in some other districts mainly to afford relief from malaria; but, this first experiment was rather disappointing, chiefly because it was found that sub-assistant surgeons are not suitable for the charge of such dispensaries without proper training and supervision. To remedy this defect, special courses of training were instituted, and dispensaries on re-modelled lines and in charge of trained sub-assistant surgeons were tried in the districts of Vizagpatam, Godavari, Kurnool and Salem. Even this second experiment was not without defects, chief among which was the lack of proper supervision, and the difficulty sub-assistant surgeons found in getting into touch with the villagers and village officers, with whom they had no influence. To remedy these defects to some extent, the Government have now directed that the sub-assistant surgeons in charge of these dispensaries should, as far as possible, arrange their tours so as to meet Revenue officials in villages within their field work and that the District Medical and Sanitary officer should, in each case, draw up a plan of operations for their guidance in consultation with the Collector of the District. Subject to these safeguards, seven experimental dispensaries are now working in the districts of Ganjam, Vizagpatam, Godavari, Kurnool, Chittoor and South Arcot. The scope of their work is mainly confined to treatment of malaria, although it is likely to be widened as time goes on.

Cholera-parties.

In the same category, as affording relief to dwellers in the country, come the cholera-parties maintained from provincial funds. Each of these parties consists of a small staff of Sanitary Inspectors under the charge of an Assistant Surgeon and working under the

direction of the Sanitary Commissioner. There are now four such parties at work in this Presidency and their work has on the whole been favourably reported on.

Duplication of Staff of certain Institutions.

Another measure proposed by Government to extend medical relief to rural areas, is the duplication of the medical staff of certain existing medical institutions, both the medical officers employed therein being required to tour alternately for a period of one month through the villages within a definite radius of the dispensary. The details of the scheme are at present under consideration and, when sanctioned, will be a means of increasing medical relief in rural tracts.

Health Visitors.

Another scheme for checking excessive infant mortality is the institution of Lady Health Visitors to visit women in their homes, gain the confidence of prospective mothers, advise them regarding the care of their health and that of their babes, and generally to do everything in their power to see that the medical needs of the mother and the child are well looked after. The key to the whole scheme is of course the personality of the Health Visitor. She should be a medical woman, conversant with the vernacular of the locality, and she must possess tact and insight. Adequate hospital accommodation must also be provided where the cases sent in by the Lady Health Visitors can receive proper treatment. Recently, the Government have sanctioned an experimental scheme of this kind in one of the divisions of Madras City, and the results of this experiment will be watched with keen interest, more especially because the first experiment which the Corporation undertook in 1907 was altogether disappointing.

Health Lectures.

In order to foster the growth of what may be called the 'sanitary conscience' among the masses, and to arouse in them interest in such vital problems as, first aid, pure water, pure milk, cleanliness, sanitary precautions against disease-producing germs, etc., the Government have instituted a series of health lectures in English and the vernaculars in Madras City and in certain selected districts in the mufassal as an experimental measure. Lectures in English were delivered in 1915 on a variety of subjects by well-known Government medical officers and private medical practitioners. These lectures were very well attended and have undoubtedly done a great deal in educating the public. Lectures in the mufassal have been delivered with great success by selected civil Assistant Surgeons—in the Cuddappa and Kistna Districts in Telugu and in the Tanjore and Tinnevely districts in Tamil. The lectures in Madras City and in the districts were fully illustrated with magic lantern slides. Their success was undoubted and it is hoped this scheme may be extended in future years.

JUDICIAL.

Judicial Powers of Village Authorities.

PROCEEDINGS OF THE CHIEF COMMISSIONER.

[Assam.]

Preliminary.

The Decentralisation Commission in their report advocated the restoration of the village as the unit of administration in India, and emphasised the necessity of entrusting village organisations with the control of sanitary and other works of a purely local character. In the Assam Local Self-Government Act, 1915, Government has provided for the transfer to these organisations of the control and administration of such works and functions as can suitably be handed over to them, and experimental village authorities have been appointed already in two districts in the province. But the Decentralisation Commission were not content with the devolution merely of administrative functions and were of opinion that village authorities should have judicial as well as executive powers. There are, of course, two sides to this as to every other argument. By some it is alleged that the exercise of such powers might lead to injustice through faction, corruption, or undue personal influence, and it has been stated that popular sentiment has become accustomed to regular courts and would not now tolerate a more summary and informal procedure. Others urge that the people are being ruined by litigation; that the atmosphere of our courts is an unwholesome one; that differences instead of being adjusted are magnified and prolonged; and that witnesses who would be ashamed or afraid to tell untruths before their fellow villagers are tutored to give false evidence in court.

The experiment, like all experiments, is not devoid of risk, but, if after due consideration it appears that the probable advantages are likely to outweigh the disadvantages, there is no reason why the experiment should not be tried. Reasonable precautions must be taken. A village court may give justice, it can hardly be expected to administer law. The procedure, therefore, must be simple and free from technicality; there can be little in the way of record; and for this and other reasons there can be no room for appeal, the control being limited to revisionary jurisdiction. In the absence of close control the powers to be exercised must clearly be restricted, but this restriction can be obtained by limiting the classes of offences subject to the jurisdiction of the court, the penalties that it can impose, and the awards which it may give. The greatest care will also be taken in selecting the authorities on whom these judicial powers will be

conferred. Obviously, for instance, they could not be granted to the authorities of a village split up with faction, and they will, at any rate in the first place, be extended only to those villages in which the president of the village authority is a man of known integrity, who is trusted by the various sections of the community.

The formal conferment of judicial powers on village authorities would in the Assam Valley be merely the recognition of functions which the village *mel* or assembly exercises to the present day. A large number of local disputes are still settled by the *mel*, and, though its decisions are in no way binding on the parties, they are in a great number of cases accepted as final and decisive. Generally speaking also conditions throughout the province are favourable to the experiment, as there are no preponderating influences in the villages which might be antagonistic to its success. There is room for the free play of different interests, and the success already attained by village authorities in the administration of the public affairs of the village encourages the hope that they will exercise the judicial powers entrusted to them in an equally satisfactory manner. A Bill has accordingly been drafted and is published herewith* for criticism, and the points to which special attention is invited are dealt with in the succeeding paragraphs of this resolution.

Constitution of Village Courts.

The first question that arises, once it has been decided to form village courts, is how such courts should be constituted. Different provinces present a varied selection of precedents; in the United Provinces there are village munsiffs; in Madras there are village munsiffs, who may sit either singly or with colleagues nominated by the parties from a panel for the trial of civil cases; in Madras, Burma, and Bombay powers have been entrusted to village headmen in regard to petty criminal offences; in the Punjab civil disputes may be referred by a munsiff to a panchayat selected from a list. None of these precedents appear wholly satisfactory or suited to the requirements of Assam, and the Chief Commissioner is of opinion that judicial powers, both criminal and civil, should be vested in the body to which executive functions are entrusted under the Local Self-Government Act.

He accordingly proposes that Government shall take power to direct that the village authority of any specified village shall form a village court. The Bill provides that this court shall consist of not less than three members and that the verdict of the majority shall prevail, the chairman being given a second vote in cases where the votes are equally divided. No person would be permitted to take part in the hearing of a case in which he was personally interested. Presumably the village authority will be representative of all the chief interests within its jurisdiction and in its collective capacity enjoy general confidence; but a suggestion has been made that a bench of the village authority should have power to co-opt members to assist

* Omitted here,

in adjudicating on questions with which its own members are not familiar, or that either party should have the right of nominating one person to sit as a member of the bench. It seems questionable whether such provision is expedient or necessary, but it is a point for consideration.

Jurisdiction of Village Courts.

The next point of importance is whether the jurisdiction of these village courts should be exclusive or concurrent. There is a considerable body of opinion that if village courts are to be a success, their jurisdiction should be exclusive in matters which they are competent to decide. But it appears to the Chief Commissioner that for the present, at least, any person aggrieved must have the option of going either to the regular criminal or civil courts or to the village criminal or civil courts for redress. It is not intended to take away any existing facilities for obtaining justice, but to add to them, and it is conceivable that there would be cases of a petty nature which would be better submitted to the judgment of a more expert authority than the village tribunal.

On the criminal side the chairman of the bench would normally take cognizance of complaints either written or verbal, and selected officers might be empowered to take cognizance of offences of their own motion. Provision has been made for the transfer to the village court of complaints filed before magistrates. It might perhaps be urged that persons who deliberately prefer to have recourse to the regular magistrates should not be required to submit themselves to the village court, but it is already the practice for magistrates to remit petty cases to mauzadars and sarpanches for enquiry, and these cases are often settled without difficulty by them. Such transfers would not be made if the person affected showed good grounds for wishing to have his dispute decided in the regular way, and in the absence of such grounds there is undoubtedly much to be said for entrusting business of this kind to the local authorities.

A point for determination is whether a party to a criminal case should have the right to claim the transfer of the case to the file of a magistrate appointed under the Criminal Procedure Code. If this right is denied him, it will clearly be essential to authorise the District or Sub-divisional Magistrate or some other Magistrate appointed in that behalf to transfer the case from the jurisdiction of the village court if he thinks it advisable to do so, and the village court itself would have authority to move for such a transfer, as has been provided in the draft Bill.

The offences which the court would be empowered to try are restricted in the Bill to wrongful restraint and confinement, criminal force and assault, theft and extortion where the value of the property does not exceed Rs. 5, and criminal misappropriation and mischief where the value of the property or the damage caused does not exceed Rs. 20, criminal trespass, insult and annoyance, cattle rescue, and other offences which the Local Government may specify. The penalty

to be imposed has been limited to a fine of Rs. 20. It is for consideration whether such a schedule should be expanded or curtailed. The offence of criminal trespass, for instance, may involve complicated questions of title. Granting this, however, it must not be forgotten that the villagers have a shrewd idea of who is equitably entitled to the land in the village, and, even if a miscarriage of justice occurs, it cannot be a very grave one. Subsequent civil proceedings would not be barred, and at the worst the loser would merely suffer a moderate fine.

Simple procedure.

The procedure must be of a very simple character. Witnesses will be heard, but their evidence need not be recorded, and no formal charge be framed, though a register will be maintained containing such particulars as the Local Government may prescribe. The bench will have the ordinary power of awarding a part of the fine as compensation to any person suffering loss or injury from an offence and of imposing a fine on persons who make frivolous or vexatious complaints. Fines can, if necessary, be recovered by distress and sale, the assistance of the District or Sub-Divisional Magistrate being invoked where required. Imprisonment in default of payment of fine will not be allowed without the intervention of a magistrate. Courts have been granted unrestricted authority to summon as witnesses persons resident in the village, and power has been taken to prescribe rules limiting their authority to summon witnesses from a distance. Summonses on persons residing beyond a certain radius are to be served through a regular Magistrate who will have power to compel attendance. No appeal is allowed from the orders of a village criminal court, but the District or Sub-Divisional Magistrate may exercise revisionary powers, and powers would be withdrawn from village authorities who were guilty of misusing them. The guiding principle is one of trust in the village authorities, and no attempt should be made to exercise close and detailed supervision over their proceedings. Such supervision cannot in fact be exercised without a full record of the evidence of the parties and their witnesses, and it is not to be expected that village authorities will be able to prepare such records. Even if they go wrong, their power to err will be strictly limited. So long as they do right they will be subjected to little control; if it is found that they are betraying the trust reposed in them, they will be deprived of powers which they have abused.

For civil cases the procedure would be very similar, the powers of control and revision vested in the District and Sub-Divisional Magistrates being exercised on the civil side by the District Judge and Munsiff. Claims for money due on contracts, or for movable property, or for the value of such property, will be cognizable by the court when the amount at stake does not exceed the sum of Rs. 20, though this sum may be raised to Rs. 200 with the written consent of both parties. No action will, however, be admitted—

- (a) on a balance of partnership account, unless the balance shall have been struck by the parties or their agents;

- (b) for a share or part of a share under an intestacy or for a legacy or part of a legacy under a will;
- (c) for rent for land unless such rent be due upon a written contract signed by the defendant;
- (d) by or against Government or public officers in their official capacity;
- (e) by or against minors or persons of unsound mind.

If the parties agree that the suit should be settled by an oath or solemn affirmation, the court shall give judgment according to such oath or affirmation. Decrees will be executed by the village court, or, if necessary, by a Munsiff, and such property as is exempted by the Code of Civil Procedure from attachment will also be exempted in the case of a village court. No appeals will lie from the village court, but revisionary powers will be exercisable by Munsiffs.

Appearance of Legal Practitioners.

The appearance of legal practitioners in these village criminal and civil courts will be definitely barred. This is a necessary proviso, as the courts are courts of equity and not of law, and any introduction of legal technicalities will defeat the very object for which it is proposed that they should be created. All matters of primary importance have been embodied in the Bill, and will be supplemented in matters of detail and procedure by rules to be framed under powers reserved to the Local Administration in the Bill, on the analogy of the Code of Civil Procedure.

Sir Archdale Earle is anxious to obtain the views of the public on these proposals. He places much confidence in the wholesome effect of village public opinion. It is legitimate to hope that the representatives of the village will themselves be anxious to maintain a high standard of right doing, and he relies on the community to keep their representatives up to the standard which is expected of them and to which most of them will, he believes, desire to attain. Those who are inclined to regard the proposals with misgiving should remember that the fact that these courts will only have concurrent jurisdiction reserves to litigants great freedom of action. A plaintiff or defendant in a civil suit, who prefers the regular procedure need not have recourse to the village court, and in the same way the complainant can take his grievances direct to the magistrate.

Statistics of Civil Courts for 1916.

GOVERNMENT RESOLUTION.

[Madras.]

The total number of suits filed during 1916 was again very large, being only a little less than the record figure reached in 1915. This enormous expansion of litigation would seem to be partly accounted

for by the continued tightness of the money market caused by the war, for 89.25 per cent of the total number of suits were instituted for money or movable property. That the litigation is not to any considerable extent speculative is shown by the fact that 77 per cent of the plaintiffs were successful.

The work of village courts showed some improvement during the year. The number of suits triable by them yet brought before District Munsiffs fell from 62,000 to 58,000, while with the consent of parties they disposed of an increased number of suits running up to Rs. 200 in value. It is hoped that the Bill now under consideration for the establishment of panchayat courts will result in diverting to the villages a larger part of the petty litigation which now swells the files of District Munsiffs. The Government are glad to note the increased attention paid by District Munsiffs to the inspection of the records of village courts.

In the other courts the chief feature of the year's working was an increase in the duration of suits. The increase was especially noticeable in the Courts of Subordinate Judges. In the Bellary (temporary) Court the average duration of contested ordinary suits rose as high as 1,712 days. The Government regard this as most unsatisfactory and trust that the admonitions of the Honourable the Judges will have the effect of putting a stop to unnecessary delays.

The increase of duration in revenue courts is also very great. The presiding officers will exert themselves so as to show speedier disposals in the future. The procedure is intended to be summary and suits are filed in batches.

The Special Small Cause courts have done well.

The Government agree with the High Court in considering that all Munsiffs' Courts should be inspected annually by the District Judge.

Statistics of Criminal Courts for 1916.

GOVERNMENT RESOLUTION.

[Madras.]

There were a few changes in the number of tribunals exercising jurisdiction during the year, the most noticeable being an increase of 19 in the number of bench courts and an increase of 23 in the number of Honorary Presidency Magistrates for the town of Madras.

The total number of original cases instituted rose from 338,387 to 343,352, or 4,965 more than in the previous year. The total number of cases disposed of by all classes of courts was 278,926. It is noted that benches of magistrates (including honorary magistrates sitting singly) in the mufassal dealt with 80,677 cases against 75,380, the average of the preceeding five years. Of the number of cases disposed of by the Presidency magistrates, *viz.*, 45,523, the benches of Honorary Presidency Magistrates dealt with 34,289 cases. With

a view to increasing the usefulness of the Honorary Presidency Magistrates and to afford greater convenience to the police and the public the Government sanctioned two more benches of Honorary Presidency Magistrates for the City of Madras, one at Washermanpet and the other at Royapettah. The benches began work from the beginning of 1916. The Government note with pleasure the increasing measure of assistance rendered by honorary officers throughout the Presidency to the regular magistracy.

The number of cases instituted before village magistrates and the number disposed of by them fell from 12,669 to 12,072 and from 12,544 to 12,013, respectively. The fall is slight. The Government feel confident that with the enhanced criminal powers which will be given to these village tribunals by the proposed Bill for the construction of village panchayat courts, a larger number of the petty cases which now come before the subordinate magistrates will be disposed of in the villages.

There was a slight reduction in the number of offences reported under the Indian Penal Code, *viz.*, 119,163 against 120,490 in 1915. The percentage of conviction obtained rose from 42.07 to 42.47. The Government are of the opinion that there is still room for more frequent recourse to the provisions of sections 203 and 250 of the Code of Criminal Procedure by the magistracy.

The Government notice that the number of persons sentenced to 15 days' imprisonment and under fell from 3,818 to 3,470. It is, however, observed that there was a decrease in the number of persons released on probation under section 562 of the Code of Criminal Procedure from 390 to 329. This fall is unsatisfactory. The attention of the District Magistrates is drawn to paragraph 19 of the High Court's report in regard to the substitution of appropriate methods of dealing with the offences for which short terms of imprisonment are imposed, especially release upon probation of good conduct under section 562, Criminal Procedure Code, and they are requested to impress upon the subordinate magistracy the value of such procedure which is apparently not yet sufficiently understood.

It is satisfactory to observe that the number of juveniles in jails fell from 146 in 1915 to 94 in the year under review. It is hoped that the proposed legislation, the Children's Bill, when it becomes law will satisfactorily deal with youthful offenders.

It is noted that there was an increase in the number of witnesses detained for more than three days in the courts of Joint Magistrates. The attention of all criminal courts is specially drawn to the remarks of the High Court in paragraph 16 of the report regarding the detention of witnesses and the care which should be taken to arrange the posting of cases so as to secure that witnesses are not unnecessarily detained. The attention of District Magistrates is drawn to the revised question No. 16 for the inspection of magisterial records prescribed in G. O. No. 414, Judicial, dated 24th February 1915, which should provide an adequate weapon against unnecessary detentions.

LOCAL SELF-GOVERNMENT.

Municipal Administration and Finance.

GOVERNMENT RESOLUTION ON THE REPORT FOR 1916-17.

[United Provinces]

The year under review was one of the most important in the history of municipalities in these provinces, being chiefly memorable for the passing into law of the new Municipalities Act (II of 1916). This measure consolidated the various enactments relating to municipalities and made important amendments in and additions to the provisions of those enactments, reforms which had long been overdue. From a political point of view its prominent feature was that it had as one of its main objects the removal of the guidance and control exercised by official chairmen and the endowment of the emancipated non-official boards with adequate powers to manage the affairs of municipalities and to prove their fitness for the exercise of the functions of self-government.

Administration and Elections.

The new Act came into force on the 1st July, 1916. Sections 11 and 12 of the Act contain provisions for separate class representation and prescribe the amount of representation to be given to the Muslim and to all other communities respectively in accordance with a compromise arrived at by representatives of those communities on the provincial Legislative Council. As it was intended that boards should not be given the right to elect their chairmen until they had been reconstituted in accordance with those provisions, it was necessary to take steps to revise the constitutions of the boards. Advantage was at the same time taken of this opportunity to introduce a system of triennial elections in place of the previous system of annual elections—a change which was generally welcomed by the boards. Several boards, however, asked and obtained permission to postpone their reconstitution till the end of the year under report; while other boards, mainly of smaller municipalities, preferred to retain their official chairmen for the time being. Considerable progress was, however, made in the reconstitution of boards, with the result that before the end of the year, out of the total number of 84 boards 59, including practically all the larger boards, had elected non-official chairmen. These changes were carried out with great harmony and expedition, except in the case of a few municipalities, where Hindu candidates either declined to stand or resigned after election on the ground that they were dissatisfied with the constitutions proposed for their boards. The

Commissioners, however, report that the interests of the Hindu community have in no way suffered and that the work of the boards has not deteriorated owing to the absence of these few Hindu members.

Another change affecting the constitution of the boards is the provision in section 9 of the Act that in municipalities where provision is made for separate representation of Muslim and non-Muslim communities the maximum number of nominated members should not exceed one-fourth of the prescribed number of elected members and that of these nominated members not more than two should be nominated by the Local Government, the remainder being nominated by nominating bodies constituted by rule. As a result of the various changes the total number of members of boards at the end of the year was 1,019 only as compared with 1,116 in the preceding year. The decrease is due to the reduction in the number of nominated and *ex-officio* members, which fell from 274 in 1915-16 to 150 in the year under report. (The nominated members include not only the members nominated by the Government but also the members nominated by nominating bodies, while the *ex-officio* members include the chairmen who were not members of boards at the time of their election as chairmen and who are members merely by virtue of their holding the office of chairman.) On the other hand, the number of elected members increased from 842 to 869. These changes also account for the very considerable reduction in the number of official members which fell from 142 to 85.

The general elections for the reconstitution of boards aroused great interest, the fact that the boards were to be allowed to elect their own chairmen and to be set free from immediate official control leading to very keen contests in most of the municipalities. The elections were followed by a large number of election petitions, there being four in the Agra division, five in the Benares division, six in the Meerut division and seventeen in the Rohilkhand division. The numbers in the other divisions have not been reported. The fact that most of these petitions were either dismissed or withdrawn is a tribute to the general honesty with which the elections were conducted and to the efficient control of returning officers. It is regrettable, however, to observe that in four cases, which were tried in the Bareilly division, it was found necessary to disqualify candidates for malpractices for five years and in one case to prosecute a voter for personation and that in a case which was tried in the Fyzabad division there was reason to suspect the *bona fides* of the returning officer.

Provision has been made in the new Act for the appointment of executive officers, in whom is vested under the Act power to carry out the details of municipal work, the boards themselves retaining control over the work by the enactment of bye-laws and regulations and also by exercising the power of appeal from certain orders of the executive officer. Although the Local Government has power to require the appointment of an executive officer by boards of city municipalities only, it is interesting to observe that several other boards have of their own accord appointed executive officers. As time goes on the remaining boards will no doubt realise the advantages of appointing executive

officers or of delegating extensive powers in matters of detail, retaining in their own hands the power of dictating the general policy to be pursued and full financial control. The Act also permits of a wide delegation of powers to committees and this has been taken advantage of by most boards. In some municipalities, however, particularly in the case of some of the smaller municipalities, it has been observed by Commissioners that boards appear to be still jealous of delegating any of their powers and that a considerable amount of time is wasted by such boards in discussing individual cases of patronage and of the application of the board's own rules and bye-laws which cannot suitably be dealt with by the collective board.

The arrangements that most boards have thus made for the disposal of the routine work in a more businesslike and expeditious manner should result in a reduction in the number of the meetings of the collective board, but during the year under report there must have been a considerable set-off owing to the numerous meetings which boards had to hold for the purpose of passing amended bye-laws and regulations, and of proposing amended rules in order to bring them into accordance with the provisions of the new Act. The total number of meetings held by all the boards actually shows a slight increase. The figures cannot, however, be usefully contrasted with those of the preceding year, as the method of enumerating meetings under the new Act differs from that under the old. The old Act provided that special kinds of business must be transacted at a special meeting and as ordinary and special meetings were usually held at the same sitting every such sitting was counted as two meetings. Under the new Act this distinction disappears, provision being now made for such special business being done by means of a special resolution instead of at a special meeting. This technical change alone should have resulted in a very considerable reduction in the number of meetings and statement No. I *shows a considerable reduction in the case of the larger municipalities. Some of the smaller municipalities, however, show an increase in the number of meetings, but it is doubtful whether the figures are correct. It is not clear, for example, why the municipal Board of Nagina should head the list with 61 meetings, when 14 were found sufficient in the case of Lucknow.

* Omitted here.

MISCELLANEOUS.

System of Touring by Government Officers.

GOVERNMENT RESOLUTION.

[United Provinces.]

History of the Touring System.

The system of touring by local officers with executive duties has been a feature of Indian administration from early times. For practical purposes, however, it will be sufficient to trace the history of the question in this province during the last 30 years, and resolution No. 975—XII—86-A., dated the 14th August, 1888, affords a useful starting point. In that resolution the Lieutenant-Governor announced that he expected all officers on the district staff, except the treasury officer, to spend not less than four months each year on tour. These orders remained in force for six years only. In 1893 the attention of Government was drawn to certain defects in the touring system. As a result the simple set of rules, now represented by paragraph 437 of the Manual of Government Orders, was issued for the guidance of touring officers. These rules were—

- (i) every officer before proceeding on tour should draw up and publish a programme of his movements, adhere to his programme as closely as possible, and send notice to his headquarters of any change;
- (ii) when parties or witnesses are summoned to appear in camp, the place as well as the date should always be stated in the summons;
- (iii) cases should be taken up at places as near as possible to the villages concerned;
- (iv) arrangements should be made periodically to visit headquarters during the course of the cold weather tour, and to hear at headquarters cases of importance in which the parties on both sides are represented by pleaders.

A further Government order with the same object in view was issued in the same year. It impressed on magistrates the necessity of avoiding frequent short adjournments and thus obviating the detention for unnecessary periods of complainants, defendants, and witnesses and their being compelled to follow officers about in camp. It was hoped that these rules, if carefully observed, would mitigate the inconveniences complained of.

In the years between 1894 and 1910 the system does not appear to have been found at fault. In 1910, however, the attention of all officers was drawn to the importance of causing as little inconvenience

as possible to litigants during the camping season; and shortly after the whole question was re-examined in the light of the observations of the Royal Commission on Decentralization. The Commission recognized the advantages of the system, but considered—

- (i) that a sub-divisional officer's residence in his sub-division should not be limited to the period when he is on tour, and that there should be times when an officer should be accessible at some fixed place within his charge,
- (ii) that the touring system had defects which might be mitigated and to this end they offered certain suggestions, *viz.*—
 - (a) tours should be carefully planned so as to afford a reasonable length of stay at selected centres. Tours should be leisurely made and not rushed;
 - (b) officers should not be forced to go into camp when case work was heavy or when it was otherwise inconvenient;
 - (c) every effort should be made to enable the public to ascertain without difficulty where an officer will be on a particular date.

This Government was unable to accept the first of these proposals. In its opinion the small size of the districts of this province, the excellence of railway communications, and the residence of the tahsildar at sub-divisional headquarters made it unnecessary that sub-divisional officers should reside within their sub-divisions.

Objections urged.

Since 1910, several references have been made to the subject in Council and the Lieutenant-Governor decided to consult the Board of Revenue. The chief objections urged against the present system may be summarized as follows:—

- (i) The difficulty of finding the sub-divisional officer on tour.
- (ii) The difficulty the sub-divisional officer has in taking up cases on fixed dates and at a reasonable time.
- (iii) The general inconvenience to litigants and counsel of having to go out a long distance to an officer in camp, and of having to follow him about when he moves.
- (iv) The extra cost to litigants of legal advice.
- (v) The extra cost to Government of police guards for accused under arrest.
- (vi) The occasional overcrowding of lock-ups in outlying police stations.

In the popular presentation of these grievances there is often a large element of exaggeration. And speaking generally, a considerate officer can—and no doubt does—arrange his tour and his cause list so as to produce a minimum of inconvenience to the people.

That, however, there is a residuum of discomfort and worry seems beyond question. The sub-divisional officer must be on tour for a substantial part of the cold weather, if he is to look after his sub-division properly. He is constantly on the move, and calls of

duty or minor difficulties such as *rasad* may often necessitate changes in his tour programme. Out-door business and local inspections take up much of his time, and he has to fit in his court work whenever he can find leisure for it. Postponements, in consequence, are more frequent than is desirable. Parties, witnesses, and police guards have to follow the officer over the country, often in a season which is to them the most inclement in the year, in places where shelter may be unattainable and supplies scarce. The danger of overcrowding in police stations is also a possible one. The sum total of the resultant hardship is far from negligible and it is enhanced if an officer fails at all either in method or in consideration for the parties.

Consultation with officials and non-officials.

The Board of Revenue have now carefully re-examined the whole question. Both officials and non-officials have been freely consulted. One feature of the correspondence that stands out prominently is that almost every one, official and non-official, is agreed that touring, notwithstanding its inconveniences, is still essential for the good government of the country. That the same view is held by the rural classes, no one can doubt, who has camped in the districts of these provinces and has experienced for himself the friendly visits of the big landlords, the welcome of the villagers and their readiness to bring their grievances to the notice of the officers who have come among them. This conclusion is fully accepted by the Lieutenant-Governor. It is only by long and leisurely tours within their jurisdiction that executive officers acquire the experience necessary for the proper discharge of their duties. They obtain a much needed respite from the sedentary duties of the rest of the year, and they are enabled to a degree which would otherwise be impossible to maintain the intimate relations between Government and the people, that have hitherto been so valuable a feature of the administration. In His Honour's opinion, touring must continue to be an integral part of the work of the district staff, and any order that would have the effect of curtailing it or rendering it more difficult would be retrograde and impolitic. The problem is not to abolish or curtail touring, but so to order it that the inconveniences to the people may be reduced to a minimum whilst its advantages and benefits are retained.

Real causes of inconvenience.

Among the chief reasons why touring causes inconvenience to those who have to attend the courts are the pressure of work, the dislocation of programmes by criminal cases sent up by the police, the reluctance of some officers personally to keep up their cause lists, and the tendency to leave this work to unintelligent subordinates; this last is a fruitful source of unnecessary adjournments and congestion. The crux of the question, however, lies in the first of these factors. The ordinary subdivisional officer has even at headquarters, outside the touring season, usually a long tale of work to get through

during the course of the day, and when he goes on tour, he has in addition to fit in his inspection work, which is also heavy and has a tendency to increase. The existing rules are interpreted to mean that he must complete his touring work during two continuous months. His work in this period becomes practically doubled at a season when daylight is short. In order therefore to get in all his inspections within this time limit, he has to pick his dates and places to suit his inspection work rather than his case work. Further, whatever method he may adopt for adjusting his inspections to his current judicial work, his programme is always liable to be thrown out of gear, *e. g.*, by a spell of wet weather or (what is even more disorganizing) by an unexpected batch of heavy police cases which have to take precedence of all other work. The only effective practical remedy for this state of things is that touring officers should be relieved of case work, at any rate partially. For this purpose, it has been suggested that extra officers should be posted to all districts where work is too heavy during the touring season to be dealt with by the ordinary district staff when on tour with due regard to the interests of all concerned, and where sufficient relief cannot be obtained in any other way. These extra officers, it is proposed, would take over the more important cases sent up by the police, such as riots, dacoities, murders and (generally) sessions cases and also some of the cases which are generally conducted by legal practitioners and do not need local inquiry, such as profits suits and mutation cases. The smaller police cases might still go to the sub-divisional officer on tour and would not then be seriously delayed. The relief of touring officers from case work is an ideal that should undoubtedly be kept in view, and His Honour agrees with the Board that it can only be secured by an increase in the cadre of officers; this, however, will involve a large increase in recurring expenditure, and is not therefore an expedient which can be adopted at the present juncture, when our resources should be made available for matters of graver urgency. It is only possible to record the hope that this reform will receive early and favourable consideration with the return of normal financial conditions. In the meantime every endeavour should be made by district officers to redistribute the work amongst the officers at the commencement of the cold weather so as to reduce the case work of touring officers to a minimum.

Period of touring.

As already remarked, the effect of existing orders has been that 60 days have come to be regarded as a rigidly fixed period for continuous touring by sub-divisional officers. A great deal of work is thus crammed into this short period without any hope of its being disposed of and the result is much inconvenience to all concerned. The Lieutenant-Governor is therefore pleased to give a discretion to district officers to fix the period of touring by the sub-divisional officers at from 45 to 75 days according to local needs, and to spread it as much as possible over the whole cold weather.

Accommodation for litigants and lawyers.

By spreading tours over a longer period, it can be arranged that much of the case work of the sub-division is disposed of at the district headquarters. This in itself will meet many of the present objections to continuous touring. As a further precaution, however, Sir James Meston directs that sub-divisional officers should ordinarily so arrange their camping as to be from time to time at convenient centres, access to which for litigants and the bar is easy. They should endeavour to be for periods aggregating some ten days in a month at headquarters or at some centre within easy reach where the bulk of the cases other than those requiring local inspection should be disposed of. When, however, officers have necessarily to tour at places where respectable litigants and members of the bar cannot get suitable local accommodation, the Lieutenant-Governor considers that a spare tent should be taken out which should be placed at the disposal of the litigants and members of the bar. These often arrive hot and tired at the camp and have no facilities for resting, cooking or eating. It sometimes happens also that they may be detained at the camp till too late to go back that day; or it may otherwise be convenient for them to stay in the night in the camp owing to considerations of distance and train service. The absence of such accommodation is often a source of serious discomfort.

Special days for judicial work.

It has been suggested that certain days should be set apart exclusively for judicial work. This is an arrangement which has considerable attractions, but opinions are divided as to its wisdom. The decision must be left to the individual officer. Some men may prefer to give only their mornings and evenings to inspection work: others may have sufficient energy to be out for the whole day continuously. They should regulate their court work according to their habits; and they will not forget that there are obvious advantages in fixing and notifying certain days on which the public will have a reasonable certainty of finding them in a position to take up cases at regular hours. The really unpardonable practice is to begin case work at 3 or 4 p.m. and to hear in part a number of cases, with the result that a crowd of litigants and pleaders are kept dangling on, perhaps to spend the night in much discomfort and to face a march in the morning. An occasional late sitting in camp is sometimes unavoidable; but the frequency of such occasions can be reduced by a better distribution of the time available.

Publication of tour programmes.

It is already required by the rules in force that every officer before proceeding on tour should draw up and publish a programme of his movements, should adhere to this programme as closely as possible and should send notices to his headquarters of any change.

Case diaries.

As has already been mentioned, the reluctance of some officers personally to keep up their cause lists and the tendency to leave this work to subordinates is the cause of many unnecessary postponements. The Lieutenant-Governor desires to lay stress upon the need for greater supervision than is given at present to this important matter. District officers should inquire from time to time into the observance of the rules contained in paragraph 437 of the Manual of Government Orders and should call to account officers who fail to observe them properly.

General.

The touring system has drawbacks that cannot be ignored. Some of these, moreover, we cannot ever wholly escape; they are inherent in the system itself; and against them must simply be set the system's many and conspicuous advantages, the valuable experience acquired, the insight obtained into local conditions and problems, the close touch established between the officers of Government and the people. Others, however, are not in this category, but are the product of causes to a large extent removable or remediable. The reforms required have been indicated in the preceding paragraphs, and for facility of reference are summarised below. Some of these reforms can be and will be immediately introduced; others must await the return of more propitious financial conditions. Taken as a whole His Honour is hopeful that they will go far to eliminate or mitigate the more serious defects in a system, the retention of which is most important for the success of the administration.

Summary of measures proposed.

- (i) In general, touring officers must be relieved of as much case work as is possible without their authority as sub-divisional magistrates being impaired. It is for the district officer to arrange for this in each touring season.
- (ii) Touring should be spread over the whole season and not be crammed into two months as at present, though the actual camping to be done may be restricted to a fixed aggregate number of days. The district officer should fix the number of days on a consideration of the amount and nature of the work which each touring officer has to get through during the touring season.
- (iii) Of the case work, of which touring officers are not relieved, they should do as much as possible at headquarters or at centres convenient of access to litigants and the bar.
- (iv) When finances improve districts will be given sufficient tents to allow of a set being available for each touring officer for the whole touring season.

- (v) There should be extra tents for use as rest tents, to be taken out at Government expense by officers when they are going to out-of-the-way places where shelter, accommodation, etc., are not available for litigants and lawyers.
- (vi) Arrangements should be made for expediting the grant of copies of orders or papers in records which are at the touring officer's camp; and for the payment of process-fees.
- (vii) Lastly two or three days a week should be set aside mainly for judicial as opposed to out-door work and the dates notified to litigants and members of the bar.

PUBLIC WORKS.

Irrigation Works.

GOVERNMENT ORDER ON THE SYSTEM OF REPAIRS BY CUSTOMARY LABOUR.

[Madras.]

In connection with a resolution regarding the working of the kudimaramat system in this Presidency which was moved by the Hon'ble Mr. A. S. Krishna Rao at the meeting of the Legislative Council held on 6th April 1916 and accepted by Government, the Board of Revenue was called upon to report how far customary labour is now actually employed or enforced in various districts. From the Board's report it appears that in fifteen districts most of the items of work specified in paragraph 5 of Board's Standing Order No. 86 are performed by ryots under the kudimaramat system in a more or less adequate manner, while in a few districts the ryots also carry out certain items of work which are not specified in the Board's Standing Orders. It appears also that in some districts there are organized panchayats responsible for executing works and enforcing labour, but usually works are executed under the supervision of the village headmen. The system is said to be working satisfactorily in nine districts, and the general effect of the enquiries made is to show that ryots are not unwilling to undertake, as kudimaramat, repairs which they recognize as necessary for the immediate protection of their irrigation supplies, but that such works as the clearing of silt and the removal of prickly-pear which do not appeal to them as being of urgent necessity are only executed under pressure and frequently have to be carried out by Government agency, the cost being recovered from the ryot.

Among the principal causes which account for the defects in the working of the kudimaramat system generally are reported to be the following :—

(1) want of co-operation between ryots and officials and among ryots themselves,

(2) the existence of factions in villages,

(3) the absenteeism of landowners,

(4) the general growth of the individualistic spirit in villages,

(5) the cumbrous nature of the procedure under the Madras Compulsory Labour Act of 1858, and

(6) the absence of a regular system of obtaining information regarding the condition of irrigation works.

The Board of Revenue expresses the opinion that the defective working of the kudimaramat system has been largely due to the

last-mentioned cause. The instructions which have lately been issued to ensure the more systematic inspection and repair of minor irrigation works are calculated to remedy this defect. The difficulties arising from factions in villages, absenteeism of landowners and similar causes operating against the successful working of the system can only be gradually removed through the growth of a spirit of greater co-operation in the villages and through the action of the villagers themselves in such matters as the development of irrigation panchayats. The amendment of the Madras Compulsory Labour Act, I of 1858, is also desirable but this cannot well be undertaken in advance of the Irrigation Bill, the introduction of which into the Legislative Council was, in opposition to the wishes and advice of the Government, postponed by a vote of the Council in November 1914. For the present, therefore, the Government can only express the desire that all officers should take the fullest advantage of such opportunities as the present law affords and should so far as possible insist on the systematic performance by the ryots of their duties in connection with the maintenance and repair of irrigation works.

*PART IV—Miscellaneous.***REPRESENTATIVE ASSEMBLY.****Dasara Session—26th October 1917.****Address by the Dewan of Mysore.****1.—PRELIMINARY.**

GENTLEMEN.—I am commanded by His Highness the Maharaja to welcome you to the Dasara session of the Assembly and to place before you a brief account of the administration of the State for the official year 1916-17. The principal events of the year, as well as the outlines of proposed developments, will be referred to in this part of the address and particulars of a routine nature will be separately dealt with in Part II. As we have now two sessions of the Assembly in the year for the consideration of public questions, you will agree that the address need not be as elaborate as on previous occasions.

2. *The War.*—We are still under the shadow of the great war. The number of belligerents has been increasing and the world is practically divided into two warring camps. The war continues to levy a heavy toll on the manhood and resources of Europe, production is arrested, increased difficulty is felt in obtaining food supplies and the distress of nations is growing.

Our humble share in the war has been referred to in some of the previous addresses to this Assembly. The Mysore Imperial Service Lancers have been at the front for the past three years and their services have won the repeated approbation of the authorities. Within the past few days we have learnt that the honorary rank of Lieutenant-Colonel in the British Army has been conferred on our gallant Chief Commandant, Colonel Desraj Urs, C.I.E., M.V.O., for valuable services rendered in Egypt. The Imperial Service Transport Corps was also mobilised and sent out for field service during the year, and we have been receiving very satisfactory accounts of its work.

His Highness the Maharaja contributed during the year a sum of Rs. 10 lakhs towards the expenses of the war, in addition to the 52 lakhs paid in the year 1914-15. Government have also subscribed a sum of Rs. 35 lakhs to the war loan raised by the Government of India. Including the Civil and Military Station of Bangalore, the

total contribution of Mysore towards the war loan and war bonds is estimated at about 75 lakhs.

His Highness' Government have arranged to co-operate in the special campaign of recruitment organised by the Government of India. Committees for recruitment have been formed both in Bangalore and in the districts, and liberal inducements are being offered to attract recruits.

Owing to the restricted opportunities for military service open to the people in the past, soldiering has become a lost art, and recruitment may be difficult in the beginning. But His Highness' Government are using their best endeavours in the matter and have decided not to stint any expenditure that may be necessary. I would earnestly appeal to the members of this Assembly to co-operate with the Government officers in charge of recruiting measures, in their respective districts, so that our contribution to the mobilised man-power of the country may be commensurate with the demands of the situation and the importance of our State.

3. *Seasonal Conditions, 1916-17.*—The rainfall was ample and on the whole well-distributed. With the exception of coffee in the Kadur District, the outturn of the principal crops was satisfactory. The tanks received the usual supply of water and fodder was abundant. Except for the appearance of epidemics among the cattle all over the State, the year 1916-17 was a prosperous one for the agricultural population.

4. *Prospects of the current season.*—The mungar showers during the current year were scanty, and although the monsoon set in early in June, there was a prolonged break till the end of July which caused some anxiety. But the rainfall from the month of August has been abundant and has made up for the earlier deficiency. The agricultural situation at the present time, taken as a whole, may be described as decidedly satisfactory.

2.—REPRESENTATIVE INSTITUTIONS.

5. Before proceeding to give an account of the administration of the regular Government Departments, I may say a few words regarding the work of the Legislative Council, the Representative Assembly and other popular bodies.

6. *Legislative Council.*—Five meetings of the Legislative Council and eleven meetings of Select Committees were held during the year and twelve measures were passed into law. Of these, the most important was the Mysore University Regulation.

7. *Representative Assembly.*—For the first time, under the orders of His Highness the Maharaja, the Representative Assembly met twice during the last official year. During the session held in April, the budget estimates of the State were discussed and a new procedure, for the preliminary investigation of questions by means of committees, was adopted. This procedure, if properly developed, should facilitate the work of this Assembly by placing before it concrete issues or definite recommendations formulated after a

thorough study of the questions by members specially interested in them. The change is intended to provide special opportunities to members to make constructive proposals for the consideration of Government in matters in which they take an interest. This practice will doubtless help some of them to specialise and become experts in selected branches of public administration.

Of the 427 subjects proposed for discussion in the Dasara and Summer Sessions of 1916-17, 236 subjects have been finally disposed of and 191 are under consideration.

8. *The Economic Conference.*—The Economic Conference, on which there are sixteen elected representatives, including eight members of this Assembly, met as usual in Mysore in the Birthday week and discussed many questions of economic interest to the State. The work of the Conference and its various agencies, namely, the Standing Committee, the Central Committees, the District Committees, etc., will be dealt with in a separate section of the Address.

9. *The Local Self-Government Scheme.*—In my address to this Assembly in Dasara 1915, I outlined a scheme, then under the consideration of Government, for reorganizing the system of Local Self-Government in Mysore. In November last, orders were passed on the subject and the necessary enactments have since been practically put through the Legislative Council. The object of the new scheme is to strengthen the elective element in Municipal and Local Boards, to enlarge their powers and functions, to increase their financial resources, and to render them real, responsible and capable agents in the administration of their own local affairs.

10. One or two features of the scheme regarding rural boards deserve notice. In making the village an important factor in the new scheme, we have attempted to remove the reproach that our local institutions have been built from the top. It is proposed to place the existing Village Improvement Committees on a statutory basis and invest them, in suitable cases, with the management of all the village affairs now severally administered by Village Improvement Committees, Village Courts, Forest Panchayets, etc. This consolidation of functions and the formation of a Village Fund should stimulate the growth of a genuine civic spirit and render much improvement possible in villages. The Taluk Boards which form the next higher grade of institutions in rural areas, and which have hitherto had but a nominal existence, will, under the new arrangements, be incorporated bodies having independent funds and a defined sphere of duties. It is proposed to gradually develop the District Boards so that they may participate in the general administration of the district and occupy, in course of time, a position similar to that of District Councils in England and other countries. In addition to their ordinary functions, District and Taluk Boards will also be authorised to undertake measures for the agricultural and economic improvement of their respective areas, and to raise loans, if necessary, for the purpose.

11. *District and Taluk Conferences.*—In order to systematise the periodical gathering of officers and non-official gentlemen in the districts, instructions have issued to the Deputy Commissioners that

they should convene conferences annually in every taluk in their jurisdiction as well as for the district as a whole. These orders were fully carried out during the year. The one result so far is that we have been able to catalogue the local wants and grievances of each taluk. By devoting systematic and sustained attention, it should be possible to secure tangible improvements from year to year.

3.—STATE FINANCES.

12. The financial position of the State and the system of Government accounts and audit were examined by Mr. K. L. Datta, Special Financial Officer, under whose able and experienced advice, various reforms in financial and account procedure have been adopted.

13. *Budget estimates.*—According to the revised estimates for 1916-17, the revenue and expenditure under service heads were Rs. 292·67 and 292·39 lakhs respectively. In the estimates of the current year also, equilibrium is maintained between receipts and expenditure, the receipts amounting to Rs. 302·92 lakhs.

14. We have, as you are aware, been utilising our balances for some years past for the construction of productive public works. Owing to this change in the form of our assets and the depreciation of investments which has occurred as a result of the war, our balances will not by themselves be sufficient to meet the outlay required to fully carry out our programme of productive undertakings. Neither is it sound policy to finance such works entirely from the annual surpluses of the State. I am gratified to observe that this view of our financial policy has now received acceptance at the hands of the public, and suggestions for financing productive works from borrowed funds have been made by the members of this Assembly. I might add, however, that no loan on any appreciable scale will be attempted under the existing conditions of the money market.

4.—SALIENT FEATURES OF THE YEAR'S WORK.

Revenue Departments.

15. *Land Revenue.*—The satisfactory agricultural conditions of the year were reflected in the revenue collections which reached the record figure of Rs. 110 lakhs during the year. With a view to relieve congestion of work in Revenue offices, Government have invested Deputy Commissioners, Assistant Commissioners and Amildars with additional powers. A scheme for systematizing the use of standard weights and measures in the State was sanctioned in January 1917 and the preliminaries necessary to bring it into effect are receiving attention.

16. Among other matters, Government have under consideration proposals for re-organizing the Revenue Department with a view to give some assistance to Amildars and to Deputy Commissioners. Arrangements are being made to relieve the latter of the direct charge of taluks.

17. *Survey Department.*—Revised rates of assessment were announced in the late Gudibanda, Tarikere and the late Banawar taluks. The result of the revision was an increase of 6, 23·4 and 19·2 per cent, in the three taluks, respectively, over the collections under the old settlement. The high percentage of increase in the case of Tarikere and the late Banawar taluks is due partly to the expansion of cultivation and partly to the fact that the original rates had been fixed very low. The revised rates have, on the whole, met with approval in all the taluks.

18. *Excise Department.*—The gross revenue under Excise during the year amounted to Rs. 62,68,000. The vexed question of Inamdars' rights to the toddy revenue in their Inam villages, which had long engaged the consideration of this Assembly, has been settled by the issue of revised rules. Excise Licensing Boards consisting of officials and non-officials have been established as a tentative measure, in the cities of Bangalore and Mysore and on the Kolar Gold Fields, with power to determine the location and number of Excise shops in their respective jurisdictions.

19. *Forest Department.*—The total revenue during the year amounted to Rs. 45 lakhs as against Rs. 32 lakhs in 1915-16. The increase was chiefly due to the high prices realized for sandalwood. A Special Officer has been appointed to deal with the development of forest industries. A Forest Research Laboratory and a Library have been organised on a modest scale and a school has been opened for the training of Foresters and Guards. A similar institution for the training of Rangers will be opened shortly.

The major portion of our forest revenue is derived from sandalwood, the realizations from other forest produce being comparatively small. If our forest property is to yield anything like its full revenue, a liberal investment of capital on roads, tramways and other transport facilities is indispensable. The question of giving practical training to higher officials, the provision of trained recruits and the improvement of the commercial side of the department are engaging the earnest attention of Government.

Protection.

20. *Judicial Department.*—In the Judicial Department, the introduction of the system of trial by jury in the Bangalore and Mysore Divisions and a scheme for the recruitment of Munsiffs by means of a competitive examination were among the principal measures sanctioned during the year.

21. *Police Department.*—An additional Superintendent of Police has been appointed for the Railway Police and the Criminal Investigation Department. The question of extending the Police Training School and of replacing Police Jamedars by a better class of officers, with a view to ensure more efficient investigation of crime, are under the consideration of Government.

22. *Medical and Public Health Departments.*—A Medical School has been opened from the beginning of the current official year

for the training of men for the subordinate medical service. It has been strongly urged on the attention of Government that the school might well be raised to University standard. While sympathising with the proposal, however, Government feel that the limited demand that exists in the State for highly trained medical men will scarcely justify at present the expense involved in maintaining a Medical College.

23. Under the scheme sanctioned by Government for the re-organization of the Public Health Department, a full-time Sanitary Commissioner has been appointed and instructions have issued for increasing the number of Sanitary Inspectors employed by local bodies.

Technical Departments.

24. *Public Works Department.*—The total expenditure on Public Works from all sources including Local Funds amounted to Rs. 62½ lakhs as against Rs. 66½ lakhs in the preceding year. This amount is made up of Rs. 43 lakhs spent on ordinary Public and Local Fund Works and Rs. 19½ lakhs on the Cauvery reservoir and channels. The reservoir has been named the “Krishnaraja Sagara” in response to a widespread popular desire that it should be directly associated with the name of His Highness the Maharaja to whose benevolence and foresight it owes its existence. The construction of the dam made satisfactory progress during the year, the crest having been raised over a portion of the flanks to a height of 90 feet. The outlay on the works during the year was Rs. 13·95 lakhs which brought the total expenditure up to the end of June 1917 to Rs. 104·62 lakhs. The reservoir earned a revenue of Rs. 4,47,000 during the year.

25. In connection with irrigation improvements, gauging stations have been established on selected important tanks, as well as on some rivers, for measuring discharges. The examination of *atchkats* with reference to the sufficiency of the available storage is proceeding in the case of some twenty tanks. The appointment of Chief Engineer for Irrigation which was vacant for some time is now filled up.

26. *Electrical Department.*—Work on the Fifth Installation of the Cauvery Power Scheme, which is estimated to cost Rs. 3,63,188, is in progress and the plant is expected to be ready for test in November 1917. This will increase the capacity of the generating station from 18,650 H. P. to 22,650 H. P. The power utilised and the revenue derived, during the past five years, are as given below:—

| Year | | | Power generated | Net revenue |
|-------------|-----|-----|-----------------|-------------|
| | | | Kilo-Watt Hours | Rs. |
| 1912-13 ... | ... | ... | 79,709,668 | 10,62,301 |
| 1913-14 ... | ... | ... | 74,326,757 | 10,21,103 |
| 1914-15 ... | ... | ... | 86,350,615 | 10,53,111 |
| 1915-16 ... | ... | ... | 90,392,109 | 13,77,247 |
| 1916-17 ... | ... | ... | 89,369,500 | 16,85,000 |

Arrangements have been made for fixing penstock pipes in the Krishnaraja Sagara dam to generate electric power to serve as a reserve for the Mysore Power Supply and for other purposes.

27. An experimental installation for pumping water by means of electric power has been established on the banks of the Arkavati near Kankanhalli. If this proves a commercial success, it may lead to the establishment of many such installations by private enterprise along the valley.

28. *Railway Department.*—The total outlay on construction and surveys during the year was Rs. 19,94,008 and Rs. 65,573 respectively.

A portion of the Kolar District Railway (from Bowringpet to Chikballapur), a considerable portion of the Bangalore-Chikballapur Light Railway (from Yesvantapur to Chikballapur), and the whole of the Tarikere-Narasimharajapura Tramway have been completed and opened for traffic during the year. The Mysore-Arsikere Railway has been opened for goods traffic from 1st September 1917 and will probably be ready for passenger traffic by about January next.

Government have decided that a continuous but moderate policy of railway development should be pursued in the State and that a sum of Rs. 15 to 20 lakhs should be provided in the budget every year for some time to come. The programme of railway operations for the year 1917-18 is given in Part II* of the Address. The cost of iron work being prohibitive, it is considered undesirable to import permanent way and rolling stock, on any large scale, till the war is over.

29. *Department of Mines and Geology.*—The mining industry continued to be faced with several difficulties during the year, but I am happy to say that, by careful management, the mines on the Kolar Gold Field have kept up to their normal level of work and output. A programme of work has been laid down for the Department of Mines and Geology for the next ten years and provision made for devoting special attention to the practical development of mining and metallurgical industries.

Local Self-Government and Miscellaneous.

30. The total income and expenditure under District Funds amounted approximately to Rs. 14,24,603 and Rs. 11,89,991, and of the Municipalities in the State to Rs. 14,32,000 and Rs. 13,98,000, respectively. On account of the rise in the price of iron pipes, the execution of many water-supply projects has had to be held in abeyance.

Plans and estimates for improvements and a drainage project for the Bangalore City were prepared. The improvement and sewerage works in Mysore City made satisfactory progress during the year.

31. *Muzrai.*—Several measures have been recently sanctioned for the better management of the various classes of institutions and

the proper utilisation of Muzrai funds. But these reforms, I must add, require for their success a large measure of public co-operation. Our Muzrai institutions are numerous and their efficient management is a task beyond the unaided strength of any single Government department. We look, therefore, to the practical piety and vigilance of the devotees of the various institutions to help to maintain them in a satisfactory condition.

32. *Efficiency Audit.*—Arrangements have been made to appoint probationers so as to ensure a reserve of trained officers in the various departments of Government. The object is to get the pick of the men for the State service, qualifications for selection being relaxed only to the extent necessary to give a good start to members of classes who are backward in education. A scheme for the standardisation of departmental manuals was sanctioned and a quarterly compilation of Government orders and other official papers, known as the Mysore Blue Book Journal, was issued during the year. The scheme of Organization and Development work has been introduced in all the departments. It is an attempt to catalogue and keep under constant study and investigation the larger defects existing, and the permanent improvements required, in every department, and also to encourage officers to specialise in different branches of departmental technique.

The publication of statistics and handbooks has been completed for all the taluks and districts and steps are being taken to revise the handbooks from time to time so as to keep them up-to-date. These publications should prove of considerable help to officers as well as non-official gentlemen, and enable them to co-operate in all the development work attempted in their several local areas.

5.—DEPARTMENTS CONNECTED WITH ECONOMIC PROGRESS.

33. *Education Department.*—The number of public institutions in the State on the 30th June 1917, was 7,419 with a total strength of 3,01,249 including 54,688 girls, showing an increase of 1,983 schools and 86,852 scholars over the corresponding figures for the year 1915-16. The percentage of boys at school to the total population of school age increased from 45·8 to 57 and that of girls at school to the female population of school age from 9·7 to 12·9, while the percentage of both boys and girls at school to the population of school age rose from 27·9 to 35. Including private institutions, these percentages would show a further increase, *viz.*, from 45·8 to 62·4, from 9·7 to 13·2 and from 27·9 to 38·0 respectively.

34. The number of primary schools increased by nearly 2,000 and an annual grant of Rs. 50,000, to be repeated in three successive budgets from 1917-18, has been sanctioned for their equipment. Six-hundred and ninety-eight day schools and 67 village night schools were opened during the year for the education of adults, making a total of 1,291 schools with 23,354 pupils under instruction.

The scheme of compulsory education was extended to 41 new centres during the year 1916-17, making a total of 68 centres at the

end of June 1917. During the current year, 170 more centres have been brought under the scheme, which is thus in operation in 238 places, including all the taluk and sub-taluk stations. Proposals for the compulsory education of girls in the Cities of Bangalore and Mysore have just received the sanction of His Highness the Maharaja.

35. The separation of the Anglo-Vernacular classes from the High School classes has been effected in all the important High Schools. The pay and prospects of teachers of secondary schools were improved during the year and it is reported that a distinctly better class of teachers has already been secured.

36. The number of institutions for Mahomedans increased from 530 in 1915-16 to 701 in 1916-17. Higher rates of pay were sanctioned for teachers in Mahomedan schools at an extra cost of Rs. 6,740 per annum, in order to attract qualified members of the Mahomedan community to the teaching profession. A training school for mistresses of Hindustani schools has been opened at Mysore.

A sum of one lakh of rupees has been sanctioned for the grant of scholarships to pupils belonging to backward and depressed communities, chiefly to encourage them to take to higher education.

37. Among other important measures sanctioned during the current year may be mentioned a scheme for the improvement of Sanskrit education in the State at a cost of nearly half a lakh of rupees and arrangements for the publication of scientific books in Kannada and the teaching of science from the lowest classes.

38. *The Mysore University.*—The year 1916-17 saw the inauguration of the Mysore University. The preliminary work connected with the constitution of Faculties and of the different statutory boards and committees has been completed. The construction of the buildings, the staffing of the colleges and the preparation of syllabuses engaged attention during the year. Faculties in Engineering and Commerce have been newly organized and B.sc. classes opened in the Central College. A University Magazine has been started.

39. *Department of Agriculture.*—A Government farm has been opened at Nagenahalli in Mysore District to investigate questions connected with sugarcane and to study the agricultural needs of the area commanded by the Cauvery channels. In addition to scientific experiments and investigations, the Department has prepared a scheme for the increase of agricultural production throughout the State and the practical measures to be adopted to this end are under consideration. The investigation of the spike disease of sandal led to the definite establishment of its infectious nature and Government have sanctioned the appointment of a special officer to pursue the investigation further.

40. *Industries and Commerce Department.*—A scheme for the reorganization of the department has been sanctioned and a programme of work to be carried out and industries to be investigated has been prepared. A separate commercial section has been recently constituted to investigate commercial questions and to develop joint-stock enterprise and trade in the State. The officer in charge of the com-

mercial section is also expected to undertake the collection and publication of correct commercial statistics and organise a bureau of information.

Loans for industrial purposes aggregating one lakh of rupees were sanctioned during the year and 32 installations were undertaken out of which 24 have been completed, bringing the total number of completed installations to 127.

The Public Works Workshop at Bangalore has been transferred to the Department of Industries and Commerce and sanction has been given to the opening of smaller workshops in district headquarters for the repair of industrial machinery. The establishment of a store depot at Bangalore has been sanctioned for the sale of fuel, spare parts for machinery, etc.

The sandalwood oil factory at Bangalore has been working successfully and the larger factory at Mysore has recently commenced work. The success of the enterprise is largely due to the energy and resourcefulness of Mr. Alfred Chatterton, C.I.E.,

41. *Co-operative Societies*.—One hundred and eighty-eight societies were registered during the year and 14 were cancelled, the number at the close of the year being 974. The membership rose from 64,857 to 72,846, the working capital from Rs. 44,21,688 to Rs. 52,17,030, the total transactions from Rs. 1,72,53,813 to Rs. 1,97,72,301 and the net profits from Rs. 2,17,976 to Rs. 2,61,760. One provincial and sixteen district and taluk conferences were held during the year.

42. *Economic Conference*.—Special attention was paid during the year to the co-ordination of work of the various committees and agencies of the Economic Conference both at headquarters and in the districts. All the District Committees and some of the Taluk Progress Committees did useful work. The Central and Standing Committees met regularly once a month.

43. *Agricultural Committee*.—The subjects which chiefly engaged the attention of the Agricultural Committee were the organisation of Co-operative Societies for agricultural production, the extension of sugarcane cultivation, the investigation of conditions connected with the coffee industry, the development of fruit culture and the improvement of agricultural stock.

44. *Sericulture*.—A detailed scheme for developing the work of the Department was prepared by Signor Mari. A central school has been opened at Mysore for the training of the staff of the Department. For purposes of demonstration and instruction to the raiyats, popular schools have been opened in important silk centres in the State. The Department is taking steps to supply disease-free seed on a large scale and to collect correct statistics of silk production in the State.

45. *Education Committee*.—The Committee considered schemes for the spread of education among the backward classes, for the development of physical education and the Boy Scout Movement, for the dissemination of scientific knowledge by means of popular lectures and for the remodelling of the system of female education. Improvements have been made in the Public Libraries at Bangalore and Mysore and 105 rural libraries have been started.

46. *Industries and Commerce Committee.*—The proposals of the Committee for the encouragement of cottage and minor industries by the grant of loans and for starting a Central Commercial Museum have been sanctioned. A small party of merchants and officers visited Japan to study industries and trade in that country.

The Mysore Chamber of Commerce began work during the year and Sub-Committees of the Chamber have been formed at Tumkur, Davangere, Chikmagalur and Tiptur.

6.—SPECIAL SCHEMES.

47. *Village Improvement Scheme.*—The Village Improvement Scheme, since its introduction in 1914, has made steady progress from year to year. In 1916-17 the number of Village Committees rose from 8,271 to 8,661 and the population served by them from 45,14,244 to 46,50,570. At present, committees are working in 15,127 villages and only 1,162 remain to be brought under the scheme. More than 50 per cent of the committees carried out works of communal benefit by weekly labour and 4,194 committees maintained village libraries or subscribed for newspapers. The cost of works carried out with the aid of Government grants was Rs. 1,24,553 and of those executed solely at the expense of the villagers was Rs. 3,07,129. Two thousand four hundred and forty-one miles of cart track were improved during the year and a sum of Rs. 31,923 was collected for the village common fund. The progress is most marked in the Chitaldrug District where the number of villages not yet included in the scheme is only six. Tree planting was undertaken on a large scale on the birthday of His Highness the Maharaja by the committees in Kolar, Bangalore, Tumkur and Chitaldrug Districts. The figures given above are based on district reports. Even allowing for possible errors and exaggeration, there is no doubt that the amount of work done is very substantial, and it is a testimony to the growing public spirit in rural tracts.

48. The Village Improvement Scheme is now about to enter on a new phase. Hitherto the committees have carried on their activities relying exclusively on the good will and voluntary support of the villagers. Under the Local Boards and Village Panchayets Regulation which will shortly become law, the Village Committees will be constituted into statutory bodies with definite powers and specific sources of income, including a cess to be levied in the village itself at the option of the committees. An interesting feature of the legislation is the power vested in Village Panchayets to commute the payment of the cess into an obligation to render labour for a period not exceeding 36 half days in the year.

49. *Malnad Improvement Scheme.*—The Malnad Improvement Scheme has now been in operation for just over three years and a brief account of the work done will be found in Part II of the address.

The first two years during which the scheme was in operation were taken up in getting together the requisite trained staff and making other preparations. It is only in the third year that the officers

were able to spend the entire allotment sanctioned for the operations. They are now hopeful of being able to spend more and are asking for enhanced grants. The uplift of seven lakhs of population who have been deteriorating for generations on account of adverse conditions is necessarily a work of time and cannot be effected without further effort and large outlay.

50. The experience so far gained seems to justify a bolder and more forward policy. There is a vast amount of fertile land which can be brought under cultivation by the construction of tanks and *kattes* and attracting settlers by the offer of special facilities. The development of communications is another great want of the tract. All these involve a much larger yearly outlay in the near future than what Government have been sanctioning in the past three years. If a part of the money required for this expenditure can be advanced as a loan by well-to-do local people, the execution of the scheme will be greatly facilitated. I would ask members representing the malnad taluks to consider this aspect of the question and favour Government with their views before the session closes.

I note that the Special Committee of the Assembly appointed for considering this question has recorded the view that if permanent and substantial improvement is to be our aim, the scheme should be in operation for twenty years. During my visit to Shimoga in the month of May last, the officers and the public made an appeal to the same effect.

51. *Tank Panchayets*.—Proposals to constitute fourteen tank panchayets were sanctioned during the year, making altogether a total of 82 panchayets. Of these, a considerable number are reported to have satisfactorily carried out their duties in regard to the distribution of water and the execution of the annual tank repairs.

52. *Village Forests*.—Forty-one village forests comprising an area of 11,132 acres were notified under Section 31 of the Forest Regulation. Altogether sixty forests covering an area of over 20,000 acres have been formed since the scheme was introduced.

53. *Village Courts*.—Thirty-five new Village Courts were established during the year and three which were found unnecessary abolished. The number of Village Courts working at the end of the year was 160.

54. *Minor Tanks Restoration*.—Including 197 works newly sanctioned, 584 tanks were under restoration during the year 1916-17 and 96 of them were completed. The outlay on the works, exclusive of contribution from the people, was Rs. 87,328 against Rs. 68,813 in 1915-16. The rules were revised during the year with a view to accelerate progress. A scheme for training educated villagers as *maistries* was sanctioned in April 1917 and classes of instruction have been opened in Bangalore and Mysore from 25th July last.

55. *Rural Water Supply*.—Two hundred and eight drinking water wells were completed during the year and a sum of Rs. 76,075, exclusive of contribution by the people, was spent out of a total allotment of Rs. 1,92,000. Nine hundred and sixty-nine wells were under construction at the end of June 1917. Progress was retarded for

want of a suitable boring plant and owing to the difficulty of obtaining skilled labour, especially in the malnad parts of the State. The first of these difficulties has latterly been overcome to some extent, and with the special establishment that has been sanctioned for supervising the construction of wells, better progress should be possible in future.

7.—A CONNECTED SCHEME OF PROGRESS.

56. We have been for the past few years attempting, in our small sphere, various reforms and developments in a humble way. Although the proposals may have seemed fragmentary, they are all part of a connected scheme of progress.

57. As explained in last year's address, all activities in the State are classed under one or other of the three main heads, namely,

- (1) Administration,
- (2) Economic progress,
- (3) Civic and Social progress.

Those which fall under "Administration" are attended to by His Highness' Government assisted by the representations and advice of this Assembly and other public bodies.

The economic activities are controlled by a semi-official organization which is becoming more and more effective and in which a large number of Government officers and non-official gentlemen are taking part.

The civic and social activities have been recently begun and a considerable amount of propaganda work is needed before the activities assume their rightful importance in the public eye. The recent developments in progressive thought in other parts of the world show that we are on the right path, our future progress depending on the diligence, enterprise and power of adaptability exhibited by our people.

58. The development of natural resources by the construction of irrigation works, electric power works and railways, by working forests and mines, by fostering industries, etc., is proceeding as rapidly, and withal, as cautiously, as circumstances require. We are building up fresh assets which will be a future source of non-tax revenues for the State. With the same object, a liberal expenditure is being sanctioned for departments connected with production and economic propaganda.

59. A determined effort is necessary to raise the level of education and working power of the masses including the backward and the depressed classes. If the schemes in progress develop successfully, we shall have quadrupled the school-going population between the years 1913 and 1920. It is the rural population and the backward classes that will profit by this measure. With the spread of primary education at one end and the University with its rapidly developing modern side on the other, we have every reason to be satisfied with the rate of progress in the field of education. Our educational measures will benefit all classes of His Highness' subjects, and it is

our hope that they will gradually help to create greater homogeneity and social unity among our population.

60. The system of recruitment to the State service and promotions is being improved and standardized. Questions pertaining to the *personnel* of the services are being brought more and more under proper scrutiny. District officers of all departments meet at regular intervals to co-ordinate work within their jurisdiction. Manuals, Codes and other compilations are being drawn up, to build up a correct system of work and organization for every department.

61. The coming developments in local self-government will give the people ample opportunities for co-operative effort of which, it is hoped, they will take full advantage.

Systematic efforts have yet to be put forth, independently of Government, for promoting science, art, literature, religion, and public morals in the country.

62. The end and aim of our activities should be to increase production and wealth, to strengthen and encourage habits and practices among our people which are already found to be good, to correct wrong popular beliefs and to place before them sound ideals based on the experience of progressive nations; in other words, to prepare a prosperous, energetic, alert and enterprising population.

63. The essential duties of a citizen according to this new view of life should be formulated by committees of trusted leaders. Books, pamphlets and leaflets embodying these essentials should be widely circulated in accordance with an approved propaganda.

8.—PRESENT OUTLOOK.

64. In every one of my previous addresses, I have called attention to the unsatisfactory economic position of our people, their lack of capacity for co-operation, their low ideals of aspiration and effort generally.

The experiences which advanced countries have passed through, under the stimulus of adversity and the cramping conditions of the war, have further changed their outlook. Newer ideas of reform and reconstruction are gaining support, many of which would have been considered revolutionary in pre-war days. The proposed reforms are all, however, in the direction of increasing the knowledge and working power of the people and in favour of organized industry and increased production. Our attempts here are of a rudimentary character, but in our programmes also, the needs of material progress are given the foremost place. If, by our efforts, say, in the next ten years, we are able to popularise correct ideals of progress, and double the average earning power of our people—a consummation which as I have shown previously is well within our reach—we shall have placed ourselves on the right road to economic salvation. To that extent we shall have added to the staying power of the rural population and averted the misery and misfortunes which are frequently their lot during years of short rainfall.

9.—CO-OPERATION FROM THE PUBLIC.

65. The public doubtless realise that large developments are a matter of slow and tedious preparation. We have to work under difficulties, but we have also reason to be gratified with the liberal measure of co-operation we are receiving from the people. One of our recent discoveries is the astonishing amount of unsuspected enthusiasm and public spirit that there is, particularly in favour of education. In one of the border villages situate some 100 miles from Bangalore, which I visited in August last, the people pointed with pride to a girls' school which they were maintaining at their own cost, and asked for the extension of compulsory education to their village. As I was returning, the people of a roadside village stopped me to show a school house which they were building at their own cost. In another village, the headman threw a bag of rupees into my car and asked that a school house might be constructed immediately. Villagers have freely given of their personal service and money to improve their roads, wells and tanks. The value of their past year's contribution for *new* undertakings of this character was over Rs. 5 lakhs. Business men all over the State are helping in our economic activities. The public of Mysore have contributed, in a little over a year since its inauguration, nearly a lakh of rupees in the shape of endowments to the new Mysore University. Such generous response cannot fail to gladden the heart of every true well-wisher of the country.

66. The State has a claim for service from every one of us. In assisting in these developments, we shall be helping to improve our society and environment which will make the lives of future generations of our countrymen fuller and happier than our own. We shall be handing over an improved world to our children and children's children.

This spirit of service should become universal. Where communal work is the object, castes and creeds should not be allowed to divide us. The co-operation of every citizen is needed according to his position, capacity and opportunities. Some may give their knowledge and experience, some their money, some personal service and labour. But every one should lend a hand. Every subject of His Highness should do his bit of work for his country and take a pride in such service. .

10.—PLACE OF INDIAN STATES IN THE FUTURE CONSTITUTION
OF THE GOVERNMENT OF INDIA.

67. There is one more matter, of no small importance at the present time, in regard to which I should like to say a word or two before I close, namely, the projected reforms in the constitution of the Government of India. We have of course no wish to take part in British Indian politics. But having regard to the recent announcements in Parliament and the approaching visit of the Secretary of State for India, it seems important that the point of view of Indian States should receive adequate recognition.

68. The Indian States, as is well-known, occupy nearly two-fifths of the area of the Empire and hold a quarter of the entire population. Questions connected with currency, fiscal and commercial policy, imports, exports, salt duties, emigration, army, navy, foreign affairs,—all these affect the subjects of Indian States quite as much as they do people in British India. Many of the States pay subsidies; several contribute a substantial share of the indirect taxes of the Government of India and maintain Local as well as Imperial Service troops which add to the fighting strength of the Empire. It has been the proud privilege of many States, including ours, to contribute in men and money, their small share to the British cause in the present world war.

The normal yearly contribution, both direct and indirect, from the Government and the people of Mysore into the coffers of the Government of India, is equivalent to between one-fourth and one-third of the entire revenues of our State.

69. In the recent Imperial War Conference in London, His Highness the Maharaja of Bikaner worthily represented the Indian States, beside his two colleagues from the Government of India. We feel sure that, in any future Conferences, the chosen representatives of Indian States will find a place. It may be permitted to us to hope that the Indian States will be represented also in the future Executive Council or Cabinet of His Excellency the Viceroy.

70. In the discussions on the subject so far, the question of giving representation to Indian States does not appear to have received adequate attention. One view of the position is that representatives of Indian States should find a place in any future Legislative Assembly or Assemblies of the Indian Empire. The extent of representation from individual States, or groups of States, may be based on their population, modified if necessary by other considerations such as, literacy, revenues, etc. As members of the Assembly, the representatives of the Indian States may take part in the discussions and vote, but only on questions in which the States are interested along with the rest of India.

71. The Indian States are vitally concerned in the live issues of the forthcoming enquiry. Even as matters stand, public opinion in British India naturally exercises a certain amount of influence over the decisions of the Government of India on questions of policy which affect India as a whole, including the Indian States. The tendency of all future reforms will be the same, namely, to increase the influence of public opinion on Government. It is all the more necessary that a suitable machinery should be provided in the new constitution to elicit the views and safeguard the interests of the States and ensure to them their rightful place in the Councils of the Indian Empire.

Constitution of the Representative Assembly.

PROCEEDINGS OF THE MEETING OF THE MEMBERS OF THE COMMITTEE APPOINTED BY THE GOVERNMENT TO DISCUSS AND REPORT UPON THE CONSTITUTION AND IMPROVEMENT OF THE REPRESENTATIVE ASSEMBLY, HELD IN THE REPRESENTATIVE HOME, MYSORE, ON THE 19TH AUGUST 1917.

MEMBERS PRESENT.

1. Mr. Venkatakrishtnayya (Convener, in the Chair).
2. „ Amble Anniah Pandit.
3. „ Karnick Krishnamurti Rao.
4. „ M. Basaviah, B.A., B.L., Advocate.
5. „ S. Venkatesaiya, B.A., B.L., Advocate.
6. „ S. R. Balakrishna Rao, B.A., LL.B., Advocate.
7. „ Girimaji Rao, Landholder, Kolar.
8. „ B. Narasinga Rao, Pleader, Seringapatam.

ABSENT.

1. „ Mr. C. Sreenivasa Rao, Coffee Planter.
2. „ Abbas Khan, Timber Merchant, Bangalore.
3. „ K. Shankaranarayana Rao, Advocate.
4. „ M. L. Vardhamanayya, Landholder, Mysore.

Subject—

(a) *Number of Members.*—(1) The Committee are not in favour of reducing the strength of the Assembly inasmuch as any reduction would impair its efficiency and representative character as such and diminish its educative value.

(2) In the matter of allocation of seats, the Committee are of opinion that, for the Cities of Mysore and Bangalore, two seats be allotted to the Municipal Councils and other two seats be filled by direct election by the general body of ratepayers of the respective Cities and that the latter representatives continue as members of the Representative Assembly for three years.

(3) That the Committee are of opinion that the vacancies on the Assembly do always be filled up by bye-elections.

(4) Any member who fails to attend without reasonable cause at any session of the Assembly shall be deemed to have vacated his seat.

(b) *Qualification for voting and election.*—(1) That the property qualifications in the case of voters paying land revenue and also Inamdars be reduced by 30 per cent.

(Messrs. Amble Anniah Pandit, K. Ramanuja Iyengar and B. Narasinga Rao, dissenting.)

(2) That Patels and Shanbhogs in active service be deemed to be public servants under Rule 13 of the Rules framed by the Government, dated 22nd March 1915,

(Mr. B. Narasinga Rao, and Mr. Karnick Krishna-murti Rao, dissenting.)

(c) *Definition of work at the two Sessions and duration of each Session.*—(1) That the duration of Dasara session may be extended until the subjects brought up for discussion are finished.

(Messrs. B. Narasinga Rao, S. R. Balakrishna Rao, and M. Basaviah, dissenting, suggest that the duration be fixed at most a week.)

(2) That the duration of April session be fixed at five days only.

(3) That the subjects in the first session be as heretofore on all matters with a right of resolution being moved on 12 important subjects.

(4) That in the second session, the following business be transacted :—

(1) Budget discussions, (2) Moving resolutions on 25 important subjects, (3) Decision of important general subjects.

(5) That in every session of the Assembly, the members be allowed to put questions not less than 100, with a view to elicit answers on matters of general public interest, each district being given a fair distribution of such questions.

(6) That with a view to make the deliberations of the Assembly more effective and useful and to foster the sense of responsibility, the Committee are of opinion that the power of moving and voting on resolutions making definite recommendations may be conceded to the Assembly and that resolutions passed by the Assembly may be given effect to.

(Mr. Basaviah dissenting.)

(7) That Rule 15 of the rules published with Notification No. G. 10156, dated 22nd March 1915, be amended by inserting the following between the words "Representations," and "and" "Questions asking for information on matters of public interest."

(d) *Elimination of unimportant subjects.*—Since the subjects are sent up to Government after being discussed in the preliminary meetings of the district, it is not desirable that such subjects should be eliminated.

(Mr. Venkatesayya dissenting, suggests the selection of a specific number about 75 by a Subjects Committee and the revision of other subjects for consideration and report by a system of Select Committees in co-operation of the heads of departments. Mr. Basaviya agrees with Mr. Venkatesayya.)

(e) *Time-limit for speaker.*—The existing rules of debate regarding time-limit seem adequate for the present.

(f) *Constitution of Committee.*—That a Committee consisting of 5 members of each of the Districts of Mysore and Bangalore, 4 members of each of the other districts be constituted every year at the

Dasara session for the purpose of carrying on the work of the Assembly in the interval and that the members of such Committee be elected from among the members of each district.

Moved by Mr. S. R. Balakrishna Rao, seconded by Mr. S. Venkatesayya. Votes were taken. Four for and five against.

MR. S. R. BALAKRISHNA RAO'S NOTE ON THE CONSTITUTION OF
THE REPRESENTATIVE ASSEMBLY.

In reply to your letter dated the 3rd September 1917, *re* : the quorum at meetings of the Local Boards, etc., for returning a member to the Representative Assembly, I am of opinion that the quorum need not be reduced. If the non-official members of these bodies do not trouble themselves to attend the meeting, I think the electorates or those responsible for nominating them ought to ask them to account for such omission. Our people must learn that they are to look upon their seats on these bodies as so many religious duties and carry out all the functions with zeal and sense of responsibility. By reducing the quorum, we will be condoning the omissions of these people and demoralising them.

MR. SHANKARANARAYANA RAO'S NOTE ON THE CONSTITUTION OF
THE REPRESENTATIVE ASSEMBLY.

Regarding subjects under (a), I am quite in agreement with the resolutions already passed ; regarding (b) I accept the resolution (1) and (2) and under (c) (1), I agree with Mr. Balakrishna Rao, that the duration should not be over 7 and 5 days respectively. In other respects I agree entirely. Under (d), I approve of all the resolutions passed by the majority.

I am also in favour of a Committee being appointed to continue the work of the Assembly. In the absence of such a Committee, the work of the Assembly cannot be said to have any continuity. It is better that we have a definite policy and continuity in our work.

Regarding your letter of the 3rd September, asking for my opinion regarding a modification of the Rule 13 in the matter of elections of non-official members to the Representative Assembly, I have no other alternative than to state that a reduction from $\frac{3}{4}$ to $\frac{1}{2}$ of the number is necessary, having regard to the peculiar conditions of the malnad and the difficulty of travelling in the rainy season, when the elections are usually held.

MR. C. SRINIVASA RAO'S NOTE ON THE CONSTITUTION OF THE
REPRESENTATIVE ASSEMBLY.

I fully concur with all the resolutions with the exception of No. C. (5) regarding restriction of the minimum number of questions to 100, which seems to me to be ambiguous. I think it is better to move the question *re* : the quorum at meetings of the Local Boards, etc., for returning a member to the Representative Assembly.

RURAL POST OFFICES.

REPORT OF THE SPECIAL COMMITTEE OF THE MYSORE REPRESENTATIVE ASSEMBLY.

It is now nearly thirty years since the British Indian Postal System was introduced into Mysore. It is the obvious truth that the people of the Province generally are fully appreciative of the benefits of the system. In the rural parts, however, the improvements and benefits are not quite as obvious. The bulk of the people live in rural areas and when the benefits of improvements do not reach them, it is a matter deserving of serious attention. This consideration derives added force when the question relates to a commercial undertaking by the State, which enjoys a monopoly and the revenues derived therefrom have in them a very distinct element of taxation. Further, the monopoly and the revenues are enjoyed exclusively by the Government of India.

The principal, if not the sole justification for such a commercial monopoly by the State, is efficiency of administration. It is hardly possible to suggest that this ideal is approached within reasonable degree of proximity when the service is inefficient in rural parts and therefore in so far as it concerns the majority of the people. The frequency with which the subject has been brought to the notice of Government in the Representative Assembly bears eloquent testimony to the inconveniences of the people in our Province.

For more than a decennium, the Postal Department has generally been a source of profit and during the past quinquennium in particular the revenue from Post Offices has shown a distinct tendency towards increase. According to Sir John Strachey, "the Government has not aimed at making a profit from the Post Office." The profits were largely devoted to the improvement of the Postal service. The general tendency in progressive countries is also very pronounced in the same direction of devoting postal profits to improving the source.

As pointed above, the revenues have shown a very distinct tendency to grow during the past five years and our State, like other parts of the country, contributes to these profits in a fair ratio to its population. We may also point out that in this service administered by Government of India, the natives of the State do not get that proportion of employment which they may justly claim and particularly in the higher grades of the service. We are therefore convinced that our State has an undeniable claim to press for immediate and substantial improvements of the service in the State.

The unprogressive character of the Postal administration in the State is a matter of common observation. There are branch offices which, judged by the magnitude of their transactions may be raised into sub-offices. There are branch offices whose Postmasters not

merely attend to office work but also carry mails. As if this were not sufficient, they deliver letters not merely in their own village, but also in neighbouring villages. There are roadside villages through which the mail passes daily, but which, in spite of repeated prayers are unable to obtain a branch office. In the period between 1902 and 1912 the number of village postmen rose from 7,944 to 8,219 for all India. The apparent inadequacy of the rise is noticed and thus accounted for officially. "Every Office opened in a rural tract reduces the necessity for village postmen, and the large increase in the number of such offices accounts for the fact that the increase in the number of village postmen is comparatively small." While this is the apologetic explanation for the smallness of the increase in British India, we are not aware of the explanation for the situation in Mysore. We have not been able to get the figures for the Province, but we are under the impression that here not merely is there no increase in the number of village postmen but there seems to have been an actual decrease. Whatever may be the accuracy of our impression of "an increasing number of offices reducing the necessity for village postmen" does not apply to the State as the number of Post offices in the Province has almost remained stationary during thirty years. The number of Post offices of all classes both departmental and extra departmental increased in 1915 over the figures for 1914 by 14 in Bombay and 22 in Madras. The number of postmen, village postmen and inferior postmen servants in the same period rose in Bombay by 72 and in Madras by 264. While these are the figures for the neighbouring Presidencies, the number of Post Offices in the State excluding the Civil and Military Station of Bangalore in 1915-16 was 400. Two new offices were established and three were closed during the year 1915-16. So by the end of the year the number fell by one from 400 to 399. These consisted of four head offices, 102 sub-offices and 293 branch offices. We must repeat the statement that during thirty years, the number of post offices in the State has remained practically stationary. On the other hand in British India during the ten years from 1904-05 to 1914-15 there was an average annual increase of 291.3 in the number of Post Offices. We do not know if it would be urged that there is any difficulty in finding suitable men for a large increase in the number of Post Offices in rural tracts. With the phenomenal increase in the number of Village Elementary Schools and their assured annual increase under the declared policy of the State, such an objection would be totally inadmissible. We think we have demonstrated that there is great need for a large increase in the number of Post Offices and that we are entitled to claim such a substantial development in the immediate future.

Bearing these considerations in mind, the Committee make the following recommendations:—

(1) The number of Post Offices in the rural parts of the State should be increased. There can be no difficulty in opening offices in tracts where there are Village Elementary Schools. This is, in the opinion of the Committee, the true and principal remedy.

In the light of the remarks in the earlier part of this report about

the increasing profits of the department, we do not think there would be any justification for a rigid insistence upon a guarantee for each office. The results of the operations of the department in the State should be judged as a whole. In the alternative, His Highness' Government may take upon themselves the responsibility for groups of offices.

(2) The number of village postmen should be such and their beats should be so arranged that no Postman should be required to travel more than eight miles a day as a maximum and all villages should whenever necessary be visited twice a week.

(3) The village postman should deliver articles only to the addressee. In cases where addressee is not found, he should deliver it to the village headman or other specified individual whose signature should be obtained. The articles should also be entered in another register to be kept by such individual who will deliver to the addressee and obtain his signature.

In considering these matters, the Committee have realised vividly the paucity and the inadequacy of the information available on the subject. The statistics about the Province are included in the Madras Circle. We would suggest that the statistics such as are now obtainable for "Circles" should be annually published for the State as a unit. It would perhaps prevent the subject being lost sight of or inadequate attention being paid to it, if a para in the Dewan's Address or the Administration Report is devoted to it.

Sd. S. VENKATESIAH,
HEMA HANUMANTHIAH,
G. RAMASWAMIENGAR,
B. GUNDU RAO, and
C. CHENNAKESAVIAH.

10th September 1917.

CO-OPERATIVE DEPARTMENT.

CONFERENCE OF OFFICERS.

The following conclusions arrived at at the Conference of Officers of the Co-operative Department, held in August 1917 on subjects relating to the development of the working of the Co-operative Societies in the State, are published by the Registrar.

I.—Improvement of condition of Weavers through Co-operative Societies.

Three conditions are essential for improving the condition of weavers:—

(1) A Central Brain, preferably the Government Weaving Institute, which should study the markets, find out what foreign goods are being largely imported, and prepare patterns that are likely to capture the market in Mysore and outside.

(2) A Central Store Society, or a few in different districts composed of weavers and merchants for buying up the finished products and putting them in suitable markets. Care should be taken that merchants that are somewhat sympathetic are chosen and not those who would exploit the weavers; and these societies should be closely supervised by official agency: and

(3) Primary Producing Societies which will buy the raw material and weave according to the patterns supplied by the Central Agency. Such societies may be formed in all weaving centres.

The imparting of technical instruction on the spot by the Department of Industries and the starting of a temperance movement for educating the weavers to be sober should also be undertaken side by side with the development of Weavers' Societies. Unless there is intelligent direction and co-operation both for production and sale there will be no success.

II.—Co-operation between District Economic Superintendents and Inspectors.

All defects brought to notice by the District Economic Superintendent should receive prompt attention and District Economic Superintendents will specially help Inspectors in starting and working non-credit societies.

III.—Measures for the development of the working of Co-operative Societies for depressed classes and for poorer agriculturists.

1. Societies for depressed classes should be started only in places where at least a few respectable and influential men of the higher classes are willing to become members for managing the society;

starting societies consisting of only Panchama members has been found to be unprofitable.

2. If it is found difficult to start Co-operative Societies with a large capital in any area, attempts should be made to start smaller societies for the benefit of the poorer classes. Only men known to be honest and of sober habits should be admitted as members and share capital should be small, or if necessary, may even be eliminated. As mentioned *supra* a few influential men should also be induced to join each such society for giving their credit and thereby helping poor but trustworthy indebted persons, a few at a time, to clear their debts.

IV.—Provident Fund Scheme.

The Provident Fund Scheme should be introduced in well established societies with a proviso that the subscriptions on account of the fund should not be taken as security for loans applied for by the members.

V.—Co-operative Societies and Rural Indebtedness.

The primary duty of the Co-operative Department at present is the relief of indebtedness of the raiyats and the work of the Department has so far touched only a fringe of it. No lasting improvement can be effected unless the indebtedness of the poorer classes is removed or ameliorated. The Inspectors should ascertain the financial condition of every rural credit society and draw the attention of every society prominently to the fact that the existence of such societies established on the Raiffeisen Model is to relieve the indebtedness of the poor and improve their condition. They should also investigate during their inspections, cases in which repayments of loans made to Directors and other influential members had been made by fresh loans, discourage such procedure, and bring flagrant cases to the notice of the Registrar. As regards the poorer classes who labour for clearing indebtedness, but want a longer time for repayment, loans may be renewed when there is money available, provided the security has not deteriorated and provided also that at least a portion of the loan is paid.

VI.—Measures for developing Agricultural Co-operation with special reference to popularizing the use of good seeds, manure and agricultural implements.

Co-operative Societies for the supply of manures should for the present be formed at taluk headquarter places having jurisdiction over the whole taluk. The society should ascertain the demand for manures in the several villages, obtain the required quantity from the Agricultural Department and distribute it. It will practically be an agent of the Agricultural Department. The Agricultural Department will allow longer credit to the societies and supply the manures at a rate a little cheaper than to individuals applying direct to the Department.

VII.—Measures for increasing membership and working capital in Co-operative Societies.

As regards membership, the Conference was of opinion that it should increase through lectures and the good work of the existing societies.

Regarding working capital it was decided that every effort should be made to encourage deposits in each society and that *Dabbes* or small tins should be got prepared by societies for collecting deposits in rural areas once a week. Respectable men should also be induced to keep deposits in the societies.

VIII.—Financing of members of Agricultural Societies and assessing the credit of each Society.

The question of assessing the credit of each society may lie over till next year.

The maximum amount of loans to individual members may be fixed at Rs. 1,000 in ordinary cases and Rs. 2,000 in special cases and that to societies at Rs. 5,000 in ordinary cases and Rs. 10,000 in special cases.

IX.—Regulation of the grant of loans to Committee members and ordinary members and checking overdue loans.

The Inspectors should check in the course of their inspections the list of overdue loans in Co-operative Societies and report bad cases to the Registrar.

Where loans taken by Committee members were about 40 or 50 per-cent of the total loans outstanding, the Inspectors should report the fact to the Registrar and advise the Committee members who had taken large loans to resign their seats on the Directorate of the society in favour of persons who are not so heavily indebted to the society.

X.—Measures for developing Industrial Co-operation in the State.

An Industrial Co-operative Society will be successful under present conditions only if the members undertook the entire business on their own responsibility.

The society should be in a position to buy up the raw products from the members, convert it into the finished product and sell it in suitable markets and the members should get the profits proportionately.

It is desirable that the existing jaggory-manufacturing and rice-hulling societies should be worked on the principles enumerated above by the Industries Department and the success of the concerns demonstrated to the public.

The officials of the Industries and Agricultural Departments who are employed in such societies, will, with the sanction of the Directors, work under the orders of the Registrar.

XI.—The following comparative statement exhibits the spread of the Co-operative movement in the State.

| Serial No | District | Number of inhabited villages in the district (in round numbers.) | Population of the district in lakhs (approximate) | Number of Co-operative Societies in the district | Average number of village per society | Average population served by a society |
|-----------|---------------------|--|---|--|---------------------------------------|--|
| 1 | Bangalore | 2,500 | 7.50 | 198 | 14 | 4,070 |
| 2 | Kolar | 2,400 | 7.50 | 107 | 25 | 6,800 |
| 3 | Tumkur | 2,300 | 7.50 | 166 | 14 | 4,480 |
| 4 | Mysore | 2,800 | 12.75 | 110 | 28 | 12,750 |
| 5 | Hassan | 2,300 | 5.75 | 189 | 16 | 4,100 |
| 6 | Kadur | 1,000 | 3.50 | 52 | 19 | 7,000 |
| 7 | Shimoga | 1,800 | 5.25 | 126 | 14 | 4,230 |
| 8 | Chitaldrug | 1,200 | 5.50 | 76 | 16 | 6,800 |
| | Total for the State | 16,800 | 58 | 974 | 17 | 5,950 |

It will be seen that progress has been slow in Mysore, Kadur, Kolar and Chitaldrug. The Inspectors and Supervisors working in these areas are expected to pay special attention to spreading the movements in these districts.

XII.—The results of the debt-survey conducted by the Inspectors in 32 taluks.

Forty-eight societies with 2,114 cases were surveyed. The total number of inhabited houses in the area is 25,316.

The total indebtedness of the members when the societies were started was Rs. 5,54,716—an average of Rs. 260 per head; the total indebtedness at present is Rs. 5,55,296. Of the latter amount, more than half is indebtedness to sowcars. This shows that the grip of the sowcar has not relaxed sufficiently yet. Two hundred and thirty-six persons have increased their lands and 387 their working capital; 892 have reduced indebtedness. Only 203 members of the depressed classes have benefited through the operation of these societies.

A more elaborate survey over a larger number of societies is being undertaken during the current year as per Circular No. 2228-2257—C. S., dated 1st October 1917, published in the Gazette of 11th October 1917.

(Circular No. 2771-2831—C. S. 24, dated 16th November 1917 of the Registrar of Co-operative Societies.)

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[1917-18.

PART I.—Resumé of Government Orders.

Financial.

The Savings Bank has been a highly popular institution in Mysore. The confidence it inspires as a Government concern, the absence of restriction on the maximum amount that may be deposited by any person, the comparatively high rate of interest allowed and the facilities for withdrawal provided by the rules are advantages which depositors, large and small, have learnt to appreciate. For the last some years, however, withdrawals have been heavy owing to the outbreak of the war, and the closing balance which stood at over 77½ lakhs in 1913-14 has declined to Rs. 63 lakhs in the year under report.

The tendency to withdrawal is particularly noticeable in the case of the large depositors (those with a balance of or exceeding Rs. 5,000), whose number diminished during the year 1916-17 from 237 to 214. In spite of this, the total number of savings bank accounts has increased by more than 2,000 during the year, a fact which shows that the Savings Bank is growing in popularity with the smaller investors.

The rate of interest payable on deposits has latterly been raised to 5 per cent. The effect of this measure on the transactions of the savings bank will perhaps be apparent in the course of the current year.

* *

The number of subscribers to the State Provident Fund for Government servants rose from 2,206 to 2,361 during the year and the amount subscribed was Rs. 83,903 as against Rs. 62,403 in the previous year. The interest on subscriptions to the Fund was raised from 4 to 5 per cent, as a temporary measure, with effect from 1st July 1917.

* *

The establishment of the Comptroller's office is revised in accordance with the proposals of Mr. K. L. Datta. The chief features of the revision are the amalgamation of the Civil and Public Works Branches and the reduction in the number of Gazetted officers from 12

to 10 and that of the ministerial establishment from 328 to 298. The scale of pay is improved. The new arrangements involve a small increase of Rs. 30 per mensem in the cost of the establishment.

During the year under review, there was a decrease in the number of policies dealt with as compared with the two previous years, the total number of policies being 1,488 as against 2,078 and 1,623 in the years 1915-16 and 1914-15 respectively. The receipts and expenditure of the fund during the year amounted to Rs. 5,29,890 and Rs. 1,93,716 respectively and the closing balance at the credit of the Fund rose from Rs. 36,10,831 to Rs. 39,47,005.

**State Life Insurance—
Annual Review (1916-17).**

Instances having been reported in which considerable delay had occurred in the adjustment of advances and of items placed under objection by the Comptroller, Government have drawn attention to the rules on the subject and prescribed a statement which should be submitted whenever the charge of an office is transferred. Every officer responsible for the adjustment of advances when transferred to another office is required to leave with his successor a memo of advances remaining to be accounted for.

**Revision of Account Codes.
(Page 291.)**

The various changes of account procedure lately introduced in certain Government departments have necessitated the revision of the existing codes and manuals of the Account Department and opportunity will be taken to bring together the Account Rules and Regulations which at present lie scattered. The object aimed at is to have a complete Mysore Account Code, covering all matters pertaining to accounts and divided into four volumes relating to (1) General Account procedure in Government offices in general, (2) Procedure in Treasuries, (3) Special procedure in particular departments and offices, and (4) Procedure in Audit office. The proposals of the Comptroller, which have been sanctioned by Government, explain the lines on which the work will be proceeded with.

Land Revenue.

The system of recruiting Amildars and Deputy Amildars has been more than once examined by Government in recent years. The question is one of considerable importance, affecting as it does a service which is justly regarded as the backbone of the administration. The problem of finding the best men for the appointments, a difficult one under any circumstances, is complicated in this instance, by the

**Recruitment of Amildars—
Revised Rules.
(Page 294.)**

variety of interests affected. The subordinate revenue official considers that the appointments of Amildar should be confined to members of the Land Revenue Department, who would have presumably been trained for the work and who can expect no promotion in other directions. On the other hand, officials in other departments are also in the habit of looking forward to an *amildari* career as the ambition of their lives. It is urged on their behalf that though they may not be intimately acquainted with Revenue law and procedure, their knowledge and experience would be a valuable qualification for the position of Amildar, which essentially demands adaptability and a variety of experience. Having carefully considered the whole question, Government are of opinion that, in the interests of efficiency, it is necessary to restrict the selection for Amildars' appointments as far as possible to the Land Revenue Department. An exception is, however, made in the case of officials belonging to the office of the Private Secretary to His Highness the Maharaja and the General and Revenue Secretariat. As regards the subordinates of other departments, it is considered desirable that they should confine their aspirations to their own branch of the service and that they should not look to the *amildari* for preferment.

In connection with the improvement in *amildari* service, the question of training eligible candidates has also received attention. Rules have been framed in order that officials qualified for appointment as Amildars might be enabled to receive training in Treasury and Survey work and in executive duties generally.

Training for Amildari service.
(Page 297.)

The Revenue Officer, among his various duties, is called upon to be the exponent of improved agricultural methods among the raiyat population, but he is often very inadequately equipped for this task. Government have passed orders, on the recommendation of the Agricultural Committee of the Economic Conference, providing facilities for Revenue Officers to visit the Agricultural Farms in the State and obtain first-hand information of the latest agricultural improvements and possibilities of agricultural development in the State.

Agricultural training of Revenue Officers.
(Page 298.)

On the question of giving agricultural training to Revenue Officers, the following extract from the proceedings of the Imperial Legislative Council, dated the 6th February 1918 may be of some interest :

The Hon'ble Rai Bahadur B. D. Shukul asked :—

“Is it a fact that in the Punjab one of the means adopted for popularizing improved methods of agriculture is the provision of a short English course for Revenue and Irrigation officers, and also a 6 months' vernacular course at Lyallpur Farm, and that the experiment has been found useful? If so, will the Government of India advise other Provincial Governments to adopt a similar course?”

The Hon'ble Sir Claude Hill replied :—

"The practice in the Punjab is as indicated in the Hon'ble Member's question, and the Government of India understand that the results of this practice have been found satisfactory. They consider, however, that what is suitable to the conditions of one Province may not be equally so to those of another, and that it may safely be left to other Provinces to adopt such courses as may be held suitable to local requirements. A copy of the question and of this reply will, however, be communicated to all Provinces for their information."

The administration of the Land Revenue Department, though it was not all that could be desired, showed an improvement in some directions. The collection of revenue during the year, which amounted to Rs. 1,10,09,352 was the highest on record and the percentage of collection to total demand, viz., 88·2 was better than in the preceding two years.

Out of 23,095 cases of land darkhasts that had to be dealt with, 12,701 were disposed of, leaving a balance of 10,394 cases.

The Village Improvement Scheme is making steady and satisfactory progress. Forty-six per cent of the Village Committees, which numbered 8,661 at the close of the year, are reported to have done active and useful work. A sum of Rs. 32,000 was collected towards the village common fund and works of common utility valued at nearly Rs. 4 lakhs were carried out.

The progress of the other schemes of rural improvement is not equally gratifying. The restoration of minor tanks is still tardy and more than half the allotment was allowed to lapse. The constitution of Tank Panchayats is not proceeding apace.

The results of the year's work are thus summarised in the Government Review :—

"The administration of the Department in the year under review showed appreciable improvement, specially in the matter of revenue collections and disposal of darkhasts, but there is considerable room for further improvement, and special attention is required to bring the work up-to-date and develop all the schemes of rural improvement, e.g., Village Improvement Scheme, Tank Restoration Scheme and Village Forest Scheme, on which the well-being of the raiyat population so largely depends. It is hoped that more marked and better results will be achieved during the current year."

As a means of encouraging improved methods of agriculture, which rarely thrive under a system of petty farming, a scheme for the formation of large landed estates was sanctioned in December 1914. But, as yet very little advantage has been taken of the concessions offered. The question of popularising the scheme has been lately investigated by a Committee of the Representative Assembly, on whose recommendation it has been decided to appoint committees

Land Revenue Administration—Annual Review (1916-17).

(Page 299.)

Large Landed Estates—Further concessions.
(Page 306.)

in each district to select suitable lands and to grant some concessions in regard to the supply of timber and bamboos for the construction of farm houses, cattle sheds, etc. The order of Government and the report of the Representative Assembly Committee on which the order is based are printed in this issue.

Excise.

The Excise Department continues to be irrepressibly prosperous.

**Excise Administration—
Annual Review (1916-17).**
(Page 310.)

The revenue during the year amounted to Rs. 63 lakhs as against Rs. 59 lakhs in the previous year. The rise in revenue is naturally due, to some extent, to increase of consumption and it is regrettable that this increase should have occurred with regard to the more deleterious intoxicants, *viz.*, country spirits, ganja and opium. The other excisable articles show a decline in consumption, but the value of this circumstance is counteracted by the increase of illicit distillation which the report discloses. There is a noticeable reduction in the number of bagani trees tapped in the Malnad, which is attributed to the success of the temperance movements in those parts; but the explanation is apparently too good to be unhesitatingly accepted. The real causes of the decrease merit investigation.

The general incidence of taxation per head of population was Re. 1-1-8 as against Re. 1-0-5 in the previous year.

Forest.

The revenue of the Forest Department during the year, like that of the Land Revenue and Excise Departments, was the highest on record. The increase was mainly due to better prices realized for sandalwood. The total demand, including the previous year's balance of Rs. 6 lakhs, was Rs. 61 lakhs, of which a sum of Rs. 33 lakhs was contributed by sandalwood.

**Forest Administration—
Annual Review (1916-17).**
(Page 314.)

The large increase in the area of State Forests which has occurred in recent years, the increasing attention paid to forest industries and the need for more intensive working of forests have rendered the expansion of the staff a matter of urgent necessity. In the revision scheme sanctioned by Government in G. O. No. R. 8727-37—Ft. 54-16-15, dated 22nd February 1918, the number of range charges is increased from 54 to 75 and the number of forest guards from 825 to 975. The class of Deputy Rangers is abolished and the number of Foresters reduced by 100. The pay and prospects of the executive, protective and clerical staffs are generally improved. The re-organisation involves an additional recurring expenditure of Rs. 56,418 per annum.

**Re-organisation of the
Forest Department.**
(Page 317.)

Judicial.

The total number of criminal cases reported to the Magistrates during the year was 21,113 as against 24,029 in the preceding year. There was appreciable improvement in the average duration of cases disposed of by Magistrates and Sessions Judges. The work of the Honorary Magistrates is reported to have been efficiently performed.

Administration of Criminal Justice—Annual Review (1916-17).
(Page 332.)

Thirty-nine village courts were established during the year and 3 were abolished being found unnecessary. The number of village courts actually working at the end of the year was 160. For details regarding the working of these courts, reference may be made to the review of the Chief Court printed in Part IV. Government point out that the average duration of ordinary contested suits has risen from 145·41 in 1910-11 to 335·71 in 1916-17 and invite the Chief Court to impress on the subordinate judicial officers the necessity for prompter disposal of cases.

Administration of Civil Justice—Annual Review (1916-17).
(Page 324.)

The law's delays have been latterly the subject of comment in other parts of India also. Quite recently, the Government of Madras drew attention to this unsatisfactory feature of judicial administration and observed that in one court the average duration of ordinary contested suits had risen as high as 1712 days. In the Punjab, the average duration of contested suits is only 78 days, but the Government of that Province, which appears to entertain rather strict views about the permissible length of judicial proceedings, considers even this duration an evidence of excessive dilatoriness, a reproach against the judicial system. The causes of delay are said to be the multiplication of unofficial law reports, laxity in granting adjournments and admitting evidence, failure to check irrelevance and prolixity in arguments by counsel and disregard of the procedure laid down in the code.

It is not improbable that delays in our own courts have a similar explanation.

Police.

As compared with the previous year, there was a decrease of 27 per cent under serious crimes against the person and 18 per cent under dacoities and robberies. But cases of house-breaking and theft rose by 10 per cent. In regard to convictions obtained and stolen property recovered, the results of the year compare unfavourably with those of the previous year.

Police Administration—Annual Review (1916-17).
(Page 326.)

Military.

The review on the Annual Report of the Amrut Mahal Department does not call for any remarks.

**Amrut Mahal Department
Annual Review (1916-17).**
(Page 328.)

The administration of the Military Department during the year was satisfactory. The units on active service have maintained their reputation for gallantry and several members of the force have earned honours in the field.

**Mysore Military Forces—
Annual Review (1916-17).**
(Page 339.)

Sanitation.

Owing to unusual humidity during the plague season, there was a large increase in the number of attacks and deaths, which were 16,552 and 11,755, against 5,466 and 3,808 respectively in the previous year.

**Plague Administration
during 1916-17.**
(Page 330.)

Instructions are issued that all large schemes of town improvement and extension should be sent for investigation and advice to sanitary authorities before being submitted to Government for orders.

Schemes of town improvement and extension.
(Page 330.)

Vaccination.

The Department of Vaccination has been re-organised. The main features of the scheme are the appointment of additional Deputy Inspectors of Vaccination and Vaccinators and the improvement of their pay and prospects so as to attract a better class of men for this branch of the public service. The existing staff of Vaccinators will be transferred to the District Boards for purposes of supervision and disciplinary control.

**Re-organisation of the
Vaccination Department.**
(Page 332.)

* * * *

Education.

The opening of a High School at Davangere has been sanctioned tentatively for a period of three years. The place is of considerable commercial importance and the townspeople have been urging the necessity for a High School there and they have also consented to make some substantial contributions for building and other initial expenses. The school will start work from the next academical year and its continuance will depend on there being in attendance not less than 20 pupils in each of the High School classes every year.

High School at Davangere.

The Government review of the Report on Public Instruction in Mysore for 1916-17 is a record of very fair progress. The percentages of boys and girls under instruction to the total male and female population of school-going age were 62·2 and 13·3 respectively, as against 45·8 and 9·6 in the previous year. Compared with the total population of each sex, the percentages were 9·33 and 2·00 against 6·9 and 1·4 in 1915-16. Considering the area and density of population, there was one school for every 3 square miles and for every 620 inhabitants, as against 4 square miles and 786 inhabitants, respectively, in the previous year. The operation of the Elementray Education Regulation has been extended to 41 new centres.

As regards female education, the number of institutions for girls rose from 525 to 607 and the number of girls under instruction from 41,035 to 56,715.

Kannada Text Books are being published by the Department. They will include text books on agriculture, banking, business training, and business methods in the west and a moral class book. Arrangements have been made for the preparation of science text books in three grades in kannada.

Industries and Commerce.

Owing to shortage of machinery, the year was unfavourable for the introduction of new enterprises. Opportunity was, however, taken of the lull in expansion to examine the schemes already in operation with a view to place them on a satisfactory basis. For this work of consolidation, there is apparently some room. The sugarcane mills established by the Department have not yet proved a commercial success. The Government Weaving Factory earned a profit of about Rs. 1,700 for the first time, but the measures hitherto taken to improve the Weaving Industry in the State have been partial and imperfect. There has been no progress in the establishment of tile factories.

On the other hand, however, substantial work was done in putting up installations of power plants for private owners, and a large amount (over Rs. one lakh) was sanctioned for loans and hire purchases. The work of the Sandalwood Oil Factory was attended with satisfactory results.

Schemes for the manufacture of dyes, the establishment of a large oil mill and the tanning of hides were investigated and are under consideration. It is proposed to take effective practical steps at an early date for establishing a Wool Spinning Mill.

Chemical Analyses
(Page 345.)

Orders are issued directing that, as a temporary measure, chemical analyses for industrial purposes be made free of charge in the laboratories of the Public Health and Agricultural Departments.

**Industries and Commerce
Department—Separate Com-
mercial Section.**

What seems practically a bifurcation of the Department has been effected by the constitution of a separate commercial section to deal with questions relating to the commercial development of the State. Among the duties assigned to the new branch are included the revision of the industrial survey of the State, the establishment of a bureau of commercial information, the collection and publication of statistics, the standardisation of weights and measures, development of commercial museums, investigation of applications for loans in connection with industrial enterprises, development of the Central Industries and Crafts Depot and the preparation of a commercial guide and directory for the whole State.

Agriculture.

**Agricultural Department—
Annual Review, 1916-17.**
(Page 346.)

Dr. Coleman's investigation of the spike disease of sandal was the most important piece of scientific work done during the year and its results have already been published. Agricultural implements were sold extensively and large quantities of seed and oil-cake for manure were supplied by the Department. Two new Agricultural Associations have been formed, one at Tumkur and the other at Bangalore. It is reported that notable work was done by the Tumkur Association.

Some attempts have been made to estimate the value of agricultural production in the State. The Director considers that by the adoption of better methods of agriculture, the total value of agricultural production of the State may be increased by 40 per cent in the course of the next ten years. The practical steps necessary to reach this standard will be formulated for each taluk, and a record kept of the progress made from year to year.

**Re-organisation of the Civil
Veterinary Department.**
(Page 349.)

The Civil Veterinary Department has been re-organised at a cost of Rs. 64,512 per annum. The chief features of the revision are the appointment of an Assistant Superintendent with jurisdiction over the Shimoga, Kadur and Chitaldrug Districts and the appointment of an additional Assistant Veterinary Inspector for each district for itineration and inoculation work.

Co-operative Societies.

“Consolidation rather than expansion” is the familiar antithesis in which for some years past, Governments in India have expressed their policy in regard to the co-operative movement. This policy implies greater care in the formation of new societies, winding up of effete ones, greater insistence on punctuality in the repayment of loans, removal of useless members and discouragement of Government support. In pursuance of these objects, very drastic measures have been lately taken in several provinces. The latest Government review on the working of co-operative societies in the Punjab shows that in that Province no less than 12,000 members of agricultural societies, who had no real interest in the movement, were expelled and that a number of unsuccessful societies were wound up.

In Madras, 63 societies were dissolved during 1915-16 and it is reported that this drastic liquidation has had a salutary effect. The Government have also been insisting, with fair results, on the necessity of prompt and businesslike recovery of principal and interest on loans.

A similar policy has been pursued for some years in Mysore. But the annual review for 1916-17 shows that the process of toning up requires to be carried farther. The registration of 14 societies was cancelled during the year, but no less than 136 societies are still classed as bad. It is reported that a large proportion of loans issued by the societies—39 per cent in some cases—has been appropriated by the office-bearers to the detriment of needy members. An informal inquiry has shown that the formation of co-operative societies has led to no appreciable reduction in the indebtedness of their constituents. The large number of suits instituted is also an unsatisfactory feature.

For the rest, 188 societies were registered during the year, which closed with a total of 974 societies. The membership increased from 64,857 in 1915-16 to 74,906 and the working capital of the societies from Rs. 44.21 lakhs to Rs. 57.64 lakhs.

Public Works.

The rules for the proper definition and protection of the margins of roads, which have been re-affirmed in G. O. No. 101-21—P. W. 512-32, dated 15th January 1918, are printed in this section.

Road margins—Rules as to their protection.
(Page 339.)

Government have sanctioned the creation of eight Project sub-divisions, one at each district headquarters, for a period of two years. The work of these sub-divisions will be solely confined to the survey and preparation of projects for the unrestored major tanks in the State, of which there are about 1,000.

Project Sub-Divisions.
(Page 360.)

The total grant for the year under all heads was Rs. 67,60,198 and the outlay incurred amounted to Rs. 62,86,342 against a grant and outlay of Rs. 72,05,976 and Rs. 66,47,665 in the preceding year. The average expenditure during the past five years was Rs. 57,72,554. The year's operation resulted in a net lapse of Rs. 7,05,352 against Rs 8,48,432 and Rs. 4,90,981 respectively in the two preceding years.

**Public Works Department—
Annual Review (1916-17).**
(Page 362.)

Railways.

The total length of the lines worked by the State increased from 68·69 miles in 1915-16 to 125·35 miles during the year under review and the net earnings on these lines amounted to Rs. 15,459 as against Rs. 46,729 in the year previous, giving a percentage on the total capital outlay of ·35 as against 2·77 in 1915-16.

**Railway Department—An-
nual Review (1916-17).**
(Page 365.)

The Railway lines from Chintamani to Chikballapur and from Yesvanthpur to Yelhanka were opened for traffic during the year as also the Tarikere-Narasimharajapura Tramway.

Mining and Geology.

The report on the working of the department of Geology calls for no remarks.

**Department of Geology—
Annual Review (1916-17).**
(Page 367.)

Local Self-Government.

The Government review on the District Fund Administration Reports for 1916-17, shows that there was, as usual, laxity in the collection of revenue, only 58 per cent of the current demand and 48 of the arrears being collected. The execution of works by the civil department continued to be tardy and the attendance of members at the meetings of Taluk Boards was generally unsatisfactory.

**District Fund Administration
Reports—Annual Re-
view.**
(Page 369.)

Miscellaneous.

The Government order placing an officer at the disposal of the Social and Civic Progress Association for employment as its Secretary is of some interest. The association which was formed in October 1916 consists of influential citizens with His Highness the Yuvaraja as

**Civic and Social Progress
Association—Government
aid.**
(Page 374.)

President. Its programme comprises encouragement of education, promotion of thrift and cleanliness among Panchamas, raising the marriage age of girls, reducing extravagant expenditure for marriage, funeral and other ceremonies, reducing litigation, improvement of Indian gymnasia and spreading sound ideas of domestic and personal hygiene.

The programme, it will be seen, generally avoids matters which may lead to religious controversy or give offence to orthodox sentiment, emphasis being placed on civic welfare rather than social reform, as the latter term is ordinarily understood.

*Orders of Government (Mysore).***FINANCIAL.****Revision of Account Codes and Manuals.****GOVERNMENT ORDER ON THE COMPTROLLER'S PROPOSALS.**

The proposals of the Comptroller in his letter of 24th November 1917 (extracts printed as annexure) are all well considered and Government are pleased to approve of them.

To the list of existing Codes and Manuals to be incorporated in the new compilation should be included the account portion of the Local Boards Rules and the Forest Code as revised by the several orders of Government.

ANNEXURE.**PROPOSALS OF THE COMPTROLLER.**

I note below the volumes which it is proposed to revise or compile and the order in which the work is proposed to be taken up:—

1. The Taluk Treasury Manual.
2. The Mysore Treasury Manual.
3. The Municipal Account Manual.
4. Civil Account Code, Volume I.
5. Public Works Code, Volume I.
6. Public Works Manual.
7. Manual of Accounts in Public Works Divisional Office.
8. Civil Account Code, Volume II.
9. Public Works Code, Volume II.
10. Railway Construction Code.
11. Comptroller's Office Manual.
12. Comptroller's Office Manual, Public Works Audit.
13. Public Works Divisional Inspection Manual.
14. District Treasury Inspection Manual.

It will be seen that the volumes which are required for use in other than the Account Office are proposed to be taken up first and the volumes required solely by this office last.

I do not propose compiling at present Codes for Railway Open Lines as our Railway Department is still in its infancy and will find it convenient to use British Indian Codes with modifications where necessary. Manuals giving detailed instructions in regard to the work of the Audit Office and the accounts work of the departmental offices of the Railway are under compilation.

The compilation of Account Manuals for all the large spending departments and offices is also necessary and I believe that in the

Office Manuals that are being compiled for the different departments, chapters on accounts will invariably be included.

My idea of the lines on which the several Account Codes and Manuals for Mysore may be compiled is to have a complete Mysore Account Code, covering all matters pertaining to accounts and divided into four volumes relating to (1) General Account Procedure in Government Offices in general, (2) Procedure in Treasuries, (3) Special Procedure in particular departments and offices, (4) Procedure in Audit Office. Each of these in its turn will be split up into a suitable number of parts of convenient size. According to this arrangement, Volume I will consist of the matter now contained in Part I of the Civil Account Code, Volume I, and the corresponding portion of the Mysore Treasury Manual and it will contain all matter required by offices in general. This volume will in fact correspond to Part I of the Civil Account Code, Volume I, which alone is supplied to Offices in general (*vide* note in the contents page of the Civil Account Code, Volume I) but will contain more information than the Civil Account Code, Volume I, as it will contain matter now found in the Treasury Manual.

Volume II will consist of Part II of the Civil Account Code, Volume I, the corresponding portion of the Mysore Treasury Manual and the Taluk Treasury Manual and will contain all the information required by Treasuries.

Volume III will include Public Works Code, Volume I, portion of Public Works Manual relating thereto, Manual of Accounts for Public Works Divisions, Forest Accounts, Accounts of Railway Construction Divisions and Sub-Divisions, accounts of the Electrical Department, Municipal Accounts Manual and so on. The several parts of this volume may be used by the several departments concerned. Much of the matter contained in the Public Works Code, Volume I, is of purely departmental interest and has no bearing on accounts. Such matter should properly appear in a manual or code published by the Department. I propose to eliminate such matter from the proposed compilation, retaining therein only what pertains to accounts or is required by the Account Office. If this view is approved by Government the Public Works Department may be informed accordingly and requested to take steps to compile a departmental publication for purely departmental matters.

Volume IV will include Volume II of the Civil Account Code, Volume II of the Public Works Code and the portion of the Public Works Manual corresponding to it, the portion of Railway Construction Code relating to the audit of Railway Construction Accounts, the Comptroller's Office Manual, Office Manual of the Works Audit Sections, Public Works Divisional Inspection Manual, District Treasury Inspection Manual, etc.

The object of the arrangement proposed is to enable each office to have in one compilation all the rules and orders required for its guidance. The Public Works Code of the Government of India is no longer available and in its absence it is not possible to make use of the Local Public Works Department Manual. The reproduction of

the relevant and applicable portions of the Public Works Department Code in the compilations for the guidance of Divisional Offices and the Audit Office is therefore necessary. A similar arrangement in the case of the Civil Account Code is also desirable to save the necessity of consulting more than one book on the same point.

I propose to use two or three kinds of type to distinguish matter of varying degrees of importance.

The work to be done will consist chiefly in revising and rearranging the matter in accordance with orders of Government passed on Mr. Datta's Notes or on other occasions. If need for making any material alterations is found, I shall, of course, obtain the sanction of Government to such changes on separate proposals submitted regarding them. Alterations of minor character relating purely to account forms and procedure need not I think be referred to Government. With sanction obtained separately on matters requiring it, it is not necessary to submit the compilations themselves for approval of Government. I think this procedure will also lead to the work being done expeditiously and economically.

G. O. No. Fl. 3747-96—G. F. 95-17-6, dated 18th January 1918.

LAND REVENUE.

Recruitment to the grade of Amildars and Deputy Amildars.

REVISED RULES.

The system of recruiting Amildars and Deputy Amildars from a list of specially selected qualified officials from all Departments of Government was first introduced in 1888, and the rules for selection have been altered from time to time with a view to get the best qualified men for these appointments. All persons irrespective of the Departments to which they belonged, who had qualified themselves by passing the departmental tests, and possessed experience, intelligence and character were considered eligible and entered in a list duly approved by Government. In 1897, it was laid down that the mere passing of tests should not entitle an officer to be entered in the list, and that his character, conduct and general aptitude for the important executive and active duties of the responsible head of a Taluk should be considered. (Government Order No. 3890-923—R. 1217, dated the 30th October 1897.) The system of recruitment from all departments, however, proved in practice to be defective and consequently in 1906, the selection of candidates was restricted from that year to only seven departments, *viz.*, Revenue, Police, Judicial, Survey, Registration, Excise, and General and Revenue Secretariat. (Government Order No. R.2204-43—L.R. 18-06-2, dated the 18th August 1906.) The most recent order on the subject is that of 2nd September 1916 according to which the selection follows a prescribed order according to a percentage allowed to each department and under this rule about 60 per cent of the vacancies go to the Land Revenue Department, 16 to the General and Revenue Secretariat, 14 to the Judicial and Police and about 10 to the Registration and Excise, but even these rules have been found by experience to be inconvenient and unsatisfactory. The chief complaint is that they act far too automatically with the result that executive charges are often entrusted to men who have had no previous experience in the work and efficiency is thereby sacrificed. To remedy these defects it has been suggested by the Revenue Commissioner that the Amildari service should be recruited entirely from the officers in the Land Revenue Department. Next, the Government also observe that the restriction of the field of selection to graduates, as a rule, excludes many competent officials who are otherwise qualified and are likely to prove efficient Amildars and Deputy Amildars. It is therefore necessary to provide for the inclusion of competent non-graduates among the list of eligible candidates. Lastly, vacancies in the posts of Amildars and Deputy Amildars are filled by selection from one list in the order in which they occur, with the result that seniority and service do not always go

together in the appointment of the higher grade vacancy in every case.

The Government have carefully considered the whole question and are now satisfied that in the interests of efficiency it is necessary to restrict, as far as possible, the selection for Amildars' and Deputy Amildars' appointments to the Land Revenue Department. They consider it necessary to emphasise and enforce the general principle laid down in the Government Order of 1906, to the effect that both in the interests of the general efficiency of work and of the departments themselves, it is desirable to confine the aspirations of the employees of the department to that in which they are working, not to unsettle their minds by making them look forward for promotions in the executive branch of the revenue line. The other departments now included in the field of selection should, as far as possible, be self-contained so as to allow sufficient scope for advancement to the employees in their own respective lines. To this end, the necessary changes in the organisation will, as far as practicable, be gradually introduced. An exception will, however, be made in favour of the office of the Private Secretary to His Highness the Maharaja and the General and Revenue Secretariat so as to give suitable opportunity to these Secretariat officials of proved ability to learn executive work, but even in their case the selection will be restricted to one out of every eight appointments.

The rules for the recruitment to the Amildari Service are therefore revised as indicated below :—

(i) When long-term and permanent vacancies arise, the appointments will be made by selection in the case of Amildars from an approved list of 40 eligible officers, 35 belonging to the Revenue Department and 5 to the office of the Private Secretary to His Highness the Maharaja and the General and Revenue Secretariat. In the case of Deputy Amildars, the selection will be made from a separate list of 8 eligible candidates made up in the same proportion, *viz.*, 7 from the Revenue Department and one from the office of the Private Secretary to His Highness the Maharaja and the General and Revenue Secretariat.

(ii) The Revenue Commissioner, the Private Secretary to His Highness the Maharaja and the Chief Secretary to Government should submit a list of officers in the appended form,* once a year on the last day of August. The order in which the names appear should be determined by considerations of both seniority and efficiency.

(iii) The following rules should be observed in the preparation of the lists :—

(a) Graduates, and specially deserving non-graduates already in service in the Revenue Department, who have undergone treasury, shekdari and survey training should be included in the list.

(b) The officers selected should be qualified in the Revenue Higher, Criminal Higher and Accounts, Higher or Lower, Departmental Tests.

- (c) No one who is above the age of 45 and whose previous record of service is unsatisfactory should be included.
- (d) The minimum pay qualifying for inclusion in the Amildar list should be Rs. 75, and in the Deputy Amildar list Rs. 50.

(iv) The Government will communicate to the Revenue Commissioner the final lists as approved by them, arranged in order of precedence.

(v) In the case of temporary vacancies, however, the following rules will be observed :—

(a) For short acting vacancies of one month's duration or less, the Deputy Amildar of the sub-taluk attached to the taluk, if any, may be placed in charge of the current duties of the Amildar, by the Revenue Commissioner, in addition to his own. In taluks, where there is no sub-taluk, the Sheristadar, if qualified, may be placed in charge of the current duties of the Amildar. If the Sheristadar is not qualified, he may be placed in charge of the current duties only for a period not exceeding fifteen days.

(b) For vacancies among Amildars exceeding one month's but not two months' duration, the Deputy Amildar of the nearest sub-taluk, if any, should be appointed to act and if there is no such Deputy Amildar, the official who is first in the rank in the approved list in the district concerned, may be chosen as Amildar, provided that the local Taluk Sheristadar shall be preferred to such official if his name is included in the list. In the case of a vacancy of Deputy Amildar, the officer first in the list in the district should be appointed to act.

(vi) Deputy Amildars with two years' experience will be given preference in filling up long-term, *sub pro tem*, and permanent vacancies among Amildars.

(vii) Once a quarter, the acting appointments made will be scrutinized with a view to see that deserving seniors do not lose by reversion owing to exigencies of service.

(viii) No person will ordinarily be confirmed as Amildar or Deputy Amildar until he has put in full one year's duly approved active service and produces the prescribed certificate in equitation and has undergone the required training in Survey work.

(ix) All first appointments of Amildars will be in the last class and promotions from one class to the next higher will be regulated by efficiency in the discharge of duties and not entirely by seniority.

G. O. No. R. 7304-52—L. R. 345-17-1, dated 21st January 1918.

Training for Amildari or Deputy Amildari Service.**REVISED RULES.**

The subject of giving some practical training to officials who aspire for the posts of Amildars and Deputy Amildars in the work which they have to do as Amildars later on, has been engaging the attention of Government for some time past, and various suggestions have been made by members of the Legislative Council and others in the matter.

On a careful consideration of the whole question, Government are of opinion that training in a Treasury for six weeks and Survey training for six weeks and experience of Shekdari work for a minimum period of three months are absolutely necessary for Amildars, Deputy Amildars and Sheristadars and they are accordingly pleased to lay down the following rules to provide for the training referred to above :—

The Deputy Commissioners and Heads of Departments concerned will prepare lists of the officials of their districts or departments who wish to qualify themselves for the above posts and who are otherwise qualified for the same, and forward them to the Revenue Commissioner at the end of August and February of every year. The list will be confined to officials drawing a pay of at least Rs. 50.

(2) The Revenue Commissioner will, on receipt of such lists, select about 16 officials therefrom and attach them to Taluk Treasuries for undergoing Treasury training in the first instance for six weeks.

(3) After this training is over, the Revenue Commissioner may direct the officials to report themselves to the Survey Superintendent for being trained in Survey work for six weeks. The Survey Superintendent will arrange to have a class for this purpose at Bangalore for about three months in a year.

(4) These officials will, after training as above, be posted by the Revenue Commissioner (in consultation with Deputy Commissioners) as shekdars, in leave or other vacancies and when such vacancies do not exist, the officials may be attached to hoblis where there is heavy work.

(5) Arrangements will be made, as far as possible, to attach officials to taluks nearest to places where they are employed and they will be granted their usual pay during such periods.

(6) When travelling in this connection, the officials will be granted half the travelling allowance otherwise admissible to them under the Rules.

(7) The periods of training will count as service for pension and increments, but not for privilege leave. This will, however, not be treated as an interruption involving forfeiture of privilege leave already earned.

(8) No seriatim promotions should be given in the vacancies of officials so deputed, but where absolutely necessary, extra hands may be appointed for the lowest clerical places in the offices, the object being to minimise expenditure as far as possible.

(9) After the required period of training is over, the Deputy Commissioners of Districts concerned, will, on satisfying themselves, furnish the officials with certificates as to their being qualified in the work in which they were employed. Thereupon, the names of such of the subordinates who are not in the Amildari list will be included in the list in order of seniority.

(10) In appointing Amildars or Deputy Amildars, preference will ordinarily be given to officials who are qualified as above.

The Government trust that a careful selection of the officials and strict supervision over their prescribed training, will provide a qualified and competent set of candidates for recruitment to the Amildari service.

G. O. No. R. 8006-18—L. R. 554-16-4, dated 4th February 1918.

Revenue Officers.

AGRICULTURAL TRAINING.

With a view to enable officers of the Revenue Department to be in touch with information relating to the latest agricultural improvements and possibilities of agricultural development in the State, Government are pleased to direct on the recommendation of the Agricultural Committee that the Revenue Sub-Division Assistant Commissioners and Amildars and Deputy Amildars be allowed to visit the Hebbal Experimental Farm from time to time with the previous permission of the Revenue Commissioner in the case of Assistant Commissioners and of the Deputy Commissioners of Districts in the case of Amildars and Deputy Amildars. In either case the period of absence from the officers' headquarters should not, except on the recommendation of the Director of Agriculture, exceed one week. In the case of other Taluk Revenue Officers below the rank of Deputy Amildar, the Deputy Commissioner may similarly authorise them to visit the Experimental Farm, if any, in the district, the previous permission of the Revenue Commissioner being obtained should there be no farm in the district or if for any special reason it is considered necessary to depute the official outside the district.

A set of instructions as to the facilities that should be usually afforded on such occasions may be prepared by the Director of Agriculture both for the guidance of the officers of the Agricultural Department and of the Revenue Department.

As regards private gentlemen, the rules already provide for short courses for raiyats and the Department is expected to encourage such visits and give necessary help.

The Revenue Commissioner is requested to submit proposals separately in consultation with the Director of Agriculture for a short course of training in agriculture to all shekdars.

G. O. No. 7070-83—A. & E. 100-17-3, dated 13th January 1918.

Revenue Department.

GOVERNMENT REVIEW ON THE ANNUAL REPORT FOR 1916-17.

Personnel.—Mr. K. Doraswamy Iyer continued to be the Revenue Commissioner during the year under report, except for a period of two months and eleven days from 4th December 1916 to 14th February 1917, when he was on privilege leave, and Mr. K. R. Srinivas-iengar, Deputy Commissioner, acted for him. There were not many changes in district charges except in Bangalore, Hassan and Kadur Districts. The *personnel* of officers in charge of Sub-Divisions underwent change in all the Sub-Divisions, except Mysore and Davangere. As a first instalment towards divesting Deputy Commissioners of the direct charge of taluks, which the Government have under contemplation, the Malvalli Taluk in the Mysore District was placed under the charge of the Personal Assistant to the Deputy Commissioner, and the Bangalore Taluk under the charge of the Civil Officer. The cadre of the Civil Service was raised from 68 to 80, during the year, and part of the increase provides for the constitution of four additional Sub-Divisions and four Personal Assistants to the Deputy Commissioners of Bangalore, Tumkur, Mysore and Shimoga.

Season and Agriculture.—From an agricultural standpoint, the year under review was a very prosperous one. The rainfall in every one of the districts was in excess not only of the plenteous rainfall of the year 1915, but also of the average of the previous 45 years. It was timely and well distributed. But in parts of the Mysore, Hassan, Bangalore and Kolar Districts it was excessive in consequence of which, about 29 tanks and 6 anikats in Mysore, 43 tanks in Hassan, 8 in Bangalore and 5 in Kolar, breached. Necessary action has been taken to repair the breaches, and in the meantime remission of half the wet assessment under the tanks will be given under the rules. The Revenue Commissioner is requested to see that the repairs are promptly executed and the remission lists sanctioned in all deserving cases without delay. The outturn of all the important crops was normal, except coffee, which yielded a poor return in Kadur. No difficulty was felt for fodder or drinking water anywhere.

The net result of the year's darkhasts and razinamas was an increase in the area under occupancy of 51,666 acres, assessed at Rs. 39,848. This, however, represents but a fraction (about $\frac{1}{15}$) of the total area of over 8 lakhs of acres of assessed waste land still available for cultivation. The Revenue Commissioner is requested in future reports to furnish information not only about the area of the waste lands available for occupancy at the beginning of every year but also their assessment.

As a result of the favourable seasonal conditions, the cropped area increased by 203,477 acres as compared with the previous year; and the percentage of fallow to the occupied area diminished from 18·3 per cent to 16·8 per cent. All the tanks received a good supply of water and there was consequently an increase in the area under paddy which is the largest on record during the last five years. The expansion took place in all the districts except Hassan. The heavy Mungar

rains, however, affected the sowing of the ragi crop, the area devoted to which showed a shrinkage in the districts of Tumkur and Shimoga. In Chitaldrug District also there was a fall which the Deputy Commissioner attributes to cotton having supplanted ragi, on account of the high prices commanded by the former. Government note with satisfaction that sugar-cane is also beginning to be grown more largely, the area devoted to it showing a net increase of 3,463 acres during the year. The question of water-rate and contribution on lands under sugar-cane as prescribed in Government Notification No. 148-951—P. W., dated 23rd January 1917, is now under a detailed investigation and enquiry by a Committee of official and non-official members. Government will pass final orders on receipt of this report.

Condition of the people.—The condition of the people was on the whole satisfactory. The agricultural classes benefited by the good seasonal conditions. Labour commanded good wages and the numerous public works, in progress, especially the Railway, and the works connected with the Krishnarajasagara are reported to have attracted all the available labour.

Public health, however, was not so satisfactory as during the previous year. The mortality from plague and cholera was heavy, resulting in increase in the total number of deaths during the year. There was also a decrease in the total number of births in all the districts, except Bangalore, Kolar and Kadur.

Cattle.—Owing to the prevalence of rinderpest in all the districts and black-quarter in some parts of the Kolar and Mysore Districts, the total cattle mortality was 89,023 during the year under report as against 70,288 in 1915-16. The number of cattle inoculated during the year was 34,181 against rinderpest, 5,152 against black-quarter and 136 against anthrax. The figures are very disappointing and Government are constrained to remark that veterinary aid is not promptly given to the raiyats to prevent cattle mortality which prevails to such a large extent. New Veterinary Institutions are being opened every year in accordance with the programme of increasing their number by 2 to 4 annually; three dispensaries were opened at Channapatna, Davangere and Nagamangala at the end of June 1917 and another at Sagar on 1st August 1917 and orders were passed for the opening of four more dispensaries at Chikballapur, Maddagiri, Saklespur and Tarikere in the year. A scheme for the re-organisation of the Civil Veterinary Department, with a view to increase the strength and improve the prospects of the staff, and to provide each district with at least one itinerating Veterinary Assistant is under the consideration of Government.

Darkhasts.—Inclusive of the arrears at the beginning of the year,

Dodballapur.
Srinivaspur.
Nagamangala.
Manjarabad.
Kadur.
Mudgere.

and fresh receipts, about 23,095 cases had to be dealt with, out of which only 12,701 are reported to have been disposed of, leaving a large balance of 10,394 cases. It is unsatisfactory that figures showing receipts, disposals and

balance have not been furnished by some of the taluks. Special attention should be given by the Amildars and Sub-Division Officers

concerned to reduce the heavy pendency in the marginally noted taluks. A large number of darkhasts pending in the Kankanhalli Taluk is said to relate to lands newly sub-divided, and its disposal has to await the receipt of full particulars from the Survey Department. It is said that the Surveyor cannot cope with the phod work in the Kadur District and the large number of darkhasts pending in the Arsikere Taluk is stated to be for lands out of date reserves and requires the opinion of the Excise Department before its disposal. These explanations are not satisfactory, and Government look to the Deputy Commissioners to make every effort to show tangible improvement in the disposal of darkhasts, with regard to which Government have recently issued instructions in their Proceedings No. R. 3820-68—L. R. 89-16-5, dated 11th October 1917.

Darkhasts under special rules.—The pendency under applications for large landed estates is heavy; and every effort should be made to reduce it.

It is observed that the period for which the *Ek-sal* system of cultivation was ordered to be tried, expired long ago. It is not understood how nevertheless applications are being entertained under the rules. The Revenue Commissioner is requested to expedite the submission of the special report about this scheme long overdue.

Revision Survey and Settlement.—Revision settlement was introduced during the year in the Tarikere and Kadur (late Banavar) Taluks, and the Gudibanda Sub-Taluk and resulted in an increase in the assessment of the occupied area by Rs. 32,288, Rs. 33,694 and Rs. 4,995 respectively. The ratio of increase is 23·4, 19·2 and 6 per cent respectively. Out of the 68 taluks, revision settlement has so far been introduced into 26 taluks, it is overdue for periods ranging from one to nine years in the case of another 26 taluks, and falls due in the remaining taluk in the course of the next thirteen years.

Jamabandi.—Government regret to find that this important matter is not receiving the attention it requires. It is unsatisfactory that most of the taluks of Hassan and Kadur Districts and a number of taluks in the other districts were not settled before the collection season, though on the whole a larger number were so settled than in the previous year. The Jamabandi was not only not done in time in many places, but seems to have been conducted in most of the districts, more hurriedly than last year. The attention of all Revenue Officers is invited to the remarks made in the last year's review, on this subject.

Demand, Collection and Balance.—The Land Revenue current demand for the year is reported to be Rs. 1,08,34,436 or Rs. 1,93,115 more than in the previous year, which is attributed to the expansion of cultivation. This, however, cannot obviously account for the whole of the increase, since the assessment of waste lands newly taken up during the year is stated elsewhere to be only Rs. 51,457. The variation should have been clearly explained.

Inclusive of the arrears of Rs. 17,58,065 pending at the beginning of the year, the total gross demand for the year was Rs. 1,25,92,501. Out of this a sum of Rs. 98,91,341 (or 91·2 per cent against 90·1 per

cent in 1915-16) was collected on account of the current demand and Rs. 11,18,011 (or 68·1 per cent against 60·1 per cent in 1915-16) on account of arrears, while a sum of Rs. 1,16,977 out of the arrears was remitted as irrecoverable. The total collection thus amounted to Rs. 1,10,09,352 or 88·2 per cent of the net recoverable demand against Rs. 1,06,26,610 or 85·9 per cent in the previous year. The balance at the end of the year was Rs. 14,66,172 against Rs. 17,33,376 in the previous year, out of which Rs. 5,23,217 related to the demand for previous years and Rs. 9,42,955 to the current demand.

There is, however, still considerable room for improvement specially in the districts of Bangalore, Mysore, Kolar and Hassan.

The attention of all Revenue Officers is again invited to the importance of collection work. There is no reason why all the current demand in a year should not be fully collected. The old arrears require special attention and should be appreciably reduced.

Government note with satisfaction that the percentage of collection out of arrears and the current demand was not only much better than in the preceding two years. but that the total amount collected is the highest on record.

Mohatarfa.—The total demand for the year inclusive of arrears was Rs. 3,59,241, the collection including remission Rs. 2,88,591, and the balance at the end of the year Rs. 70,650. The percentage of collection to demand works out to 80·3 against 76·4 in the previous year.

The percentage of recoveries by all processes to the total collections was 8·92 per cent against 7·76 per cent in the previous year. It is satisfactory to note that the bulk of the arrears came in soon after notices of demand were issued, and further coercive proceedings were rendered unnecessary.

Land Improvement and Takavi Loans.—Out of a sum of Rs. 1,50,500 allotted for these loans, only a sum of Rs. 93,690 or 62 per cent was utilized out of which Rs. 45,082 were given as Takavi advances in 330 cases mostly for the purchase of bullocks, manure and seeds; loans aggregating Rs. 13,465 were granted for the sinking and repair of irrigation wells; and loans for other land improvements to the extent of Rs. 39,608 were disbursed in 218 cases. The explanation furnished for not utilising a larger amount for granting these loans is not satisfactory: Improvement was, however, perceptible not only in the disposal of applications, but also in the recovery of the instalments. The instalments that fell due during the year including arrears amounted to Rs. 87,554, Rs. 54,230 and Rs. 61,407 under Takavi advances, loans for wells, and loans for other improvements, respectively, out of which Rs. 64,119, Rs. 45,216 and Rs. 39,478 were recovered representing a percentage of 73·2, 83·3 and 64·2, respectively, against 64·2, 56·3 and 44·04 in the previous year. The recoveries under miscellaneous Land Improvement Loans, however, leave considerable room for improvement.

Tanks.—Five hundred and fifty-eight major and 468 minor tanks were restored or repaired at an outlay of Rs. 2,35,178 and Rs. 1,02,002, respectively, against 451 and 544 such tanks dealt with in the pre-

vious year at a cost of Rs. 2,36,401 and Rs. 90,381 respectively. Earthwork valued at Rs. 72,337 is reported to have been executed by the raryats. The number of major and minor tanks inspected by Deputy Commissioners and Sub-Division Officers is by no means adequate. Greater attention should be paid by these officers to this important work in future.

The progress of work under the Minor Tanks Restoration Scheme is not at all satisfactory. It is reported that only 96 tanks were completed out of 584 tanks under restoration. A large portion of the allotment (more than 50 per cent) was allowed to lapse. The importance of the speedy restoration of the numerous minor tanks in the State cannot be too strongly impressed on Revenue Officers. The state of accounts in the District Maramat Department appears also to be unsatisfactory. Greater supervision is necessary over the work of Tank Inspectors, Overseers and the Maramat establishment. Government will pass stringent orders at the end of the current year, against all officers who fail to show adequate progress in the execution of these works in spite of the facilities afforded to them in this respect in Government Orders Nos. R. 2440-87—L. R. 408-14-40, dated 29th August 1916, and R. 9425-36—L. R. 36-16-17, dated 10th March 1917.

Tank Panchayet Scheme—Government regret to note that this important scheme is not making satisfactory progress. The number of Panchayets working at the end of the year was only 82 against 68 in the previous year, which represents about $\frac{1}{3}$ per cent of the total number of the tanks in the State. The work of these Panchayets should be more carefully watched. The report gives no information as to the actual working of these bodies. The Revenue Commissioner is requested to issue suitable instructions in the matter to Deputy Commissioners.

Village Improvement Scheme.—Government are glad to note that the Village Improvement Scheme is making a satisfactory and steady progress. The number of Committees rose from 8,271 to 8,661, and the number of villages served by the Committees from 14,671 (or 86 per cent of the inhabited villages of the State) to 15,127 (or 93 per cent of the inhabited villages). It is reported that the number of villages not yet provided with Committees is only 1,162, most of which being inam villages. The percentage of active Committees also rose from 42 to 46.

Works of permanent utility to the extent of Rs. 1,24,553 are reported to have been executed under the scheme, towards which the villagers contributed in cash or labour Rs. 69,258, the rest having been given by Government as grant-in-aid. Besides this, it is stated works costing Rs. 3,07,129 were executed without any Government grant. A sum of Rs. 31,923 is reported to have been collected towards the village common fund.

Village Forests.—The report under review is silent as to how the Village Forests already constituted are working. The Revenue Commissioner's attention is invited to para 4 of Government Order No. R. 4799-4808—Ft. 14-17-29, dated 26th November 1917, review-

ing the progress in the constitution of Village Forests for the half-year ended June 1917, and he is requested to submit the special report therein called for at an early date.

Public Buildings.—The revised programme for the construction of buildings required for the Revenue Department, said to be under preparation, is awaited. Separate orders will issue regarding the question raised by the Deputy Commissioner, Mysore, of providing an annual allotment varying from $\frac{1}{2}$ to 2 per cent of the capital cost of the buildings for repairs, and annual maintenance.

Record-sorting.—The record-sorting establishment in the several offices in which the work was heavily in arrears has recently been strengthened temporarily for the current year at a cost of about Rs. 14,000 and Government hope that this important work will be brought up-to-date soon.

Itineration and Inspection.—The Revenue Commissioner toured for 45 days or 12 days less than in the previous year, but inspected a larger number of offices, *viz.*, 4 District, 5 Sub-Division and 14 Taluk Offices. The inspection work of Deputy Commissioners was not satisfactory. The District Treasuries at Bangalore and Kadur were not inspected by the Deputy Commissioners, while those at Kolar, Hassan and Chitaldrug were inspected only once. No information is forthcoming as to whether the Deputy Commissioners inspected any, and if so, how many Sub-Division Offices. Except the Deputy Commissioner of Mysore, who seems to have inspected all the Taluk and Sub-Taluk Offices in his district none of the other Deputy Commissioners seem to have examined even $\frac{1}{3}$ of the number of Taluk and Sub-Taluk Offices in his district. The Hassan, Shimoga and Kadur Deputy Commissioners did not examine even a single Taluk Office. The inspection work of Sub-Division Officers also leaves much room for improvement. Many Taluk Offices and Taluk Treasuries were left uninspected, the Sub-Division Officers of Gubbi, Channarayapatna and Saklespur being very much to blame in this respect.

The inspection of Taluk Treasuries by the District Treasury Officers also was defective, only 41 out of 68 Taluk Treasuries having been inspected, twice in detail, as required by the rules, some only once, while, two treasuries, *viz.*, those at Devanhalli and Bangalore were not inspected at all.

Towards the end of the year, orders were passed in Government Order No. 56—E. A. G., dated 25th June 1917, and No. R. 12942-50—L. R. 524-16-1, dated 26th June 1917, regulating the inspection work of Deputy Commissioners and Assistant Commissioners. Government trust that inspections will be conducted systematically in future in accordance with these orders. Any neglect or omission in future to carry out the recent instructions on the subject will be viewed with serious displeasure.

Inspection of Boundary Marks.—The Bandh Pahani Rules were revised during the year, relieving Taluk Gumastas of the work of test inspection, and holding Shekdars entirely responsible. The separate report promised by the Revenue Commissioner about the working of the new system should be expedited. A special Surveyor was ap-

pointed in the Tumkur District for a period of one year for inspecting the frontier boundary marks. A commission consisting of one Mysore Officer and a British Representative was appointed to investigate the frontier boundary disputes of the Molakalmuru Taluk. The report should be expedited.

Takrar cases.—The number of Takrar cases pending (2,155) is heavy. It is unsatisfactory that the Amildars of Nanjangud, Seringapatam, Honnali and Srinivasapur failed to make the necessary enquiries in time to facilitate the disposal of the Takrar cases pertaining to their taluks at the Jamabandi. The submission of proposals for the Pahani inspection of Inam villages which receive water from Government Irrigational works with a view to check surreptitious use of Government water in such villages, is awaited.

Avenue Trees.—Government are glad that avenue trees received considerable attention during the year, and there were fresh plantings to the extent of 65,476 in five districts.

Village Officers and Shekdars.—It is reported that in the Chitaldrug District, the Village Officers are not able to cope with the several schemes of rural improvement set on foot. Remedial measures may be suggested. The work of the Village Officers and Shekdars requires greater supervision on the part of the Amildars and Sub-Division Officers. Village account and inspection work should be periodically checked during village inspection. The proposals called for by Government for re-establishing a training school for Shekdars under the control of the Revenue Department should be expedited. The Revenue Commissioner is requested to prescribe a suitable form of diary for the Shekdars, so as to admit of greater scrutiny and supervision over their work.

District and Taluk Offices.—Government note that work is on the increase in all grades of Revenue Offices but they are constrained to observe that the pendency is very heavy in most offices under all the important branches of work and records are in disorder. A comprehensive scheme for the re-organisation of the Revenue Department having for its object, the improvement in the efficiency of work in every branch of the Land Revenue Administration is engaging the active consideration of Government.

Conclusion.—The administration of the Department in the year under review showed appreciable improvement specially in the matter of revenue collections and disposal of darkhasts, but there is considerable room for further improvement, and special attention is required to bring the work up-to-date and develop all the schemes of rural improvement, *e.g.*, Village Improvement Scheme, Tank Restoration Scheme and Village Forest Scheme, on which the well-being of the raiyat population so largely depends. It is hoped that more marked and better results will be achieved during the current year.

G. O. R. No. 7789-7838—L. R. 256-17-5, dated 30th January 1918.

Large Landed Estates.

GOVERNMENT ORDER ON THE COMMITTEE'S REPORT.

The suggestions of the Committee which are summarised in the last paragraph of the report (printed as annexure) are accepted to the extent specified below :—

Suggestion No. 1.—Government have no objection to the appointment of District Committees for selecting lands suitable for formation as large landed estates. It will be a purely Advisory Committee. The Committee in each district will consist of the Deputy Commissioner (President).

2. The Sub-Division Assistant Commissioner at Headquarters (Secretary).

MEMBERS.

3. The District Excise Officer.

4. The Forest Officer.

5. The Senior Daroga or other representative of the Amrut Mahal Department to be nominated by the Amrut Mahal Superintendent.

6. Five non-official members to be nominated by the Deputy Commissioner.

The Committee may meet at convenient centres and send up definite proposals to Government within six months from the date of this order. Government observe that some excess lands in Amrut Mahal Kavals have since been thrown open for cultivation. Large estates may be proposed to be formed out of such lands after setting apart such portions as may be required to meet ordinary darkhasts by local inhabitants of limited means.

Government are not in favour of raising the minimum limit of an estate from 50 to 100 acres as suggested, as men of moderate means will thereby be excluded from taking advantage of the benefits of the scheme.

Suggestion No. 2.—Government consider that the grant of these large landed estates should at present be subject to their sanction as provided in the existing rules. The question of authorising the Deputy Commissioners to dispose of such applications on their own authority will be considered after watching the results of the scheme for some time.

Suggestion No. 3.—Under the rules, only upset price is recoverable when there is not more than one application for a block, and there is further provision in special cases to allow the upset price to be recovered in instalments, or to be remitted altogether. These provisions are liberal, and Government do not consider that the lands should be granted free of price in all cases.

Suggestion No. 4.—The rules do not prohibit alienation absolutely, but require that the period of *shrutya* tenure should be over, and the title-deed obtained by the grantee before alienation can be recognised. This restriction seems necessary.

Suggestion No. 5.—Loans may be granted for the improvement of such estates subject to the terms and conditions laid down in the existing loan rules.

Suggestion No. 6.—Government accept the suggestion that timber and bamboos required *bona-fide* for the construction of cattle sheds and farm houses for the estate labourers may be given at concession rates. Half the seigniorage rates prevailing in the locality may be levied.

The foregoing additions will be incorporated in the Rules.

G. O. No. R. 8951-9000—L R. 65-17-23, dated 28th February 1918.

ANNEXURE.

We, the members of the Committee appointed by the Government in their Order No. G. 15601-50, dated 19th May 1917, for suggesting measures necessary to popularise the Landed Estate Scheme, beg to state as follows :—

(1) The Proceedings of the Government No. 4009-21—L. R. 522-13-5, dated 1st December 1914, with regard to the creation of Large Landed Estates are sufficiently encouraging.

But with a view to popularise the formation of Large Landed Estates, the Committee are of the following opinion :—

To give the name of “ Large Landed ” Estate a block must consist of at least 100 acres.

Lands, which are to be set apart as a block, should be as far as possible a fertile one. Assessed waste lands, unassessed lands are generally of a character not fit for cultivation and no person would either care to own such lands and much less to invest large sums of money in improving the same. Such of the assessed and unassessed waste lands, the soil of which is of a fertile kind, have already been taken up for cultivation. It is, therefore, necessary to select such lands that possess sufficient fertility and water facility and set them apart as separate blocks for realising the object in view.

The lands which are fit for being converted into Large Landed Estates are :—

- (1) Amrut Mahal kavals,
- (2) Date groves,
- (3) Small tracts of forest reserves,
- (4) Large blocks below Marikanave Reservoir, Krishnarajasagara, Soolekere, in Malvalli Taluk, and below various other large works of Irrigation, and,
- (5) Such other lands as may be considered fit for cultivation.

While realising that certain extent of date groves and Amrut Mahal Kavals and forest reserves are necessary for the benefit of the departments, we consider that the existence of extensive Amrut Mahal Kavals and date groves and forest reserves are more than necessary for the department concerned. There are some date groves which are only so in name, with a few date trees here and there. There are also best lands reserved as Amrut Mahal Kavals in different localities of the State, which bear no proportion either to the small number of

cattle which are reared in that locality or to the number of cattle as a whole reared by the department.

In spite of these facts, the departments are generally conservative and would not easily surrender those lands for public cultivation. Whenever the lands of that kind are applied for with a view to lay out a large landed estate, the officers of the department concerned refuse to give those lands on the ground that they are required for departmental needs. So the applicants will not get the lands they desire and this accounts for the paucity of enterprising applicants.

By throwing open for cultivation the date groves it will also minimise the supply of toddy and thus prevent to an appreciable extent, the growth of drinking evil which has of late been increasing in an alarming rate which increase the Government also is solicitous of checking.

It is the opinion of some of the members of the Committee that the order of the Government that such estates should not be partitioned without the sanction of Government, will be a great hardship and would interfere with the rights under the law of succession. No doubt it does interfere with the law of succession to a certain extent. But if partition of such estates is permitted, it will cut at the very root of the name "Large Landed Estates" and such divisions would be a hindrance to the development of agriculture on a large scale. Though an exception made in favour of large landed estates as not being partible, may be considered a drastic change in the law of devolution of property, yet it is desirable in the interests of preserving the estate as single compact block, that it should be made impartible.

With a view to popularise the landed estates scheme, the Committee beg to place before Government the following suggestions:—

(1) That in each district, a Committee may be appointed with the Deputy Commissioner of the District as President, the representatives of Amrut Mahal, Excise and Forest Departments, with majority of non-official gentlemen of the district to investigate and set apart such of the lands as are fit for cultivation and improvement. A list of such lands should be published in the *Mysore Gazette* and copies of such lists should be freely circulated throughout the State.

(2) When such lands are applied for, the Deputy Commissioner may be authorised to give them to the applicants.

(3) The rule requiring an upset price being fixed and paid may be done away with, as the applicant has to invest large sums of money in improving the lands by buying machineries with a view to undertake the improved and scientific methods of agriculture.

(4) In order to attract men to invest money on such concerns and in view of the fact that such landed estates should become a valuable property, it is essential that the alienation of such estate as a single unit, in favour of one person should be permitted.

(5) The Government may lend money on easy terms for the purchase of machinery and other costly agricultural implements if in the opinion of the Government the applicant is sufficiently solvent.

(6) In order to enable the applicants to erect farm-houses, cattle sheds and houses for workmen, the Government may give them

the required quantity of timber and bamboos at a concession rate and recover the same by instalment system.

B. Narasinga Rao
H. V. Rangaswami,
C. Vasudeva Rao,
K. Ramanuja Iyengar.
V. Rangaswamiengar,
H. Krishna Sastry,
M. Subbiah,
A. Ramanna.

19th August 1917.

EXCISE.

Excise Department.

GOVERNMENT REVIEW ON THE REPORT FOR 1916-17.

1. *Financial results.*—The total receipts and expenditure of the Department during the year were Rs. 63,26,501 and Rs. 3,47,097 as against Rs. 59,09,297 and Rs. 3,36,826, respectively, in the previous year. Deducting assignments towards local cess, railway cess, refunds of toddy revenue to inamdars and other miscellaneous items, the net receipts of the Department amounted to Rs. 58,29,348 as against Rs. 55,45,208 in 1915-16. The demand for the year, including the arrears of previous years, was Rs. 62,36,032 as against Rs. 59,56,099 in 1915-16. Out of this, a sum of Rs. 61,97,274 was collected, the percentage of collection being 99·4 as against 99·8. The total demand including arrears was Rs. 64,87,345, out of which Rs. 63,26,501 were collected, including arrears and remissions, thus leaving a balance of Rs. 1,60,844 as against Rs. 1,64,494 in the previous year. Though the percentage of the reduction of the old arrears during the year was 25·8 as against 9·9 in 1915-16, yet the amount of old arrears is still very large and requires special attention.

2. *Incidence of taxation.*—The general incidence of taxation per head of population was Rs. 1-1-8 as against Rs. 1-0-5 in the previous year.

3. *Arrack.*—To meet the increase in the demand for arrack in the State, there was an increase of 27,966 gallons in the quantity manufactured and of 42,783 gallons in the issues from the Central Distillery. There was, however, a decrease of 11,610 gallons in the quantity supplied to the Civil and Military station due to the difference in the price in the two areas.

The increase in the consumption during the year was 36,540 gallons, the increase in the Bangalore District alone being 28,370 gallons. The Bangalore City shops were responsible for 89·8 of the consumption in the district. The increase is generally attributed to the reduction in strength to 30° U. P. to favourable seasonal conditions, to the increase in the retail selling rate in the Civil and Military Station and partly to the rise in the price of toddy in both the Civil and Military Station and City shops. The decrease in the consumption of foreign liquors, special liquors and country beer also contributed to this increase to a certain extent.

Taking the increase as a whole, it does not appear to be abnormal or much above the average for the past five years. There was one arrack shop for every 40·3 square miles and 7,739 people, as against 39·9 square miles and 7,730 people in 1915-16; and the incidence of taxation per head of population for the whole State was 8 annas 2 pies

as against 7 annas 5 pies in the previous year. Seven arrack shops were closed during the year.

As in certain parts of the State vend rent or license fee was more than the margin of profit, the system of minimum prices was introduced.

4. *Foreign liquor*.—There was a decrease of 5,229 gallons in the consumption of foreign liquors, owing to the high prices charged by the vendors. The decrease was very heavy in the Kolar District; the foreign beer tavern there was also closed owing to the difficulty in getting English draught beer. The realisations show a slight increase due to the increase of license fee by 25 per cent and the opening of a retail shop at Bangalore.

The question of suitably amending the definition of "Foreign liquors" and "Country liquors" to make the importation of cheaper varieties of foreign beers and liquors more costly than at present is under consideration.

5. *The Mysore Pharmaceuticals, Limited*.—In view to encourage this chemical industry 1,465 gallons of rectified spirit were issued to this Company at a concession rate.

6. *Toddy*—(a) *Date*.—The number of shops licensed during the year was 2,479 showing a decrease of 34. As in the previous year, there was on an average one shop for every five villages. Government agree with the Excise Commissioner that there is further scope for reduction in the number of shops. He is requested to submit definite proposals in the matter early for the consideration of Government.

The number of toddy trees licensed during the year was 422,458. About 62·3 per cent of these belonged to Government.

(b) *Bagani*.—The number of bagani toddy shops closed in the Kadur District was 28. There was a decrease of Rs. 6,300 in the shop rental and of 2,949 in the number of trees licensed. The decrease in both cases is reported to be due to the fall in the number of private trees allowed to be tapped owing to temperance movements in the Malnad. Government consider that the steady decrease in the number of date and bagani trees tapped requires careful investigation.

Date groves.—With a view to make the date reserve list up to date a special staff was sanctioned in August 1917 for each district. It is hoped that the work will be completed at an early date, and all important questions pending settlement regarding their conservancy and improvement will be submitted to Government for orders with the recommendation of the Excise Commissioner.

7. *Inamdars' claims to toddy revenue*.—During the year the claims relating to 46 inam villages were settled and refunds amounting to Rs. 42,350 were sanctioned.

In future the amount paid to inamdars whose claims have been sanctioned during the year may be shown separately from that paid to those who were declared "privileged" during the previous years. The Excise Commissioner is requested to see that arrangements are also made for prompt disbursement of the dues in all cases.

8. *Country Beer and Akkibhoja*.—There was a fall of 7,586 gallons in the consumption of country beer during the year.

The manufacture and sale of Akkibhoja require careful investigation, and the Excise Commissioner is requested to take effective steps to have it brought under control especially as the District Excise Officer, Kadur, suspects its clandestine use in some parts of the district.

9. *Ganja*.—The consumption of ganja increased by 820 seers, the increase in the Shimoga District alone being 573 seers. This is attributed to the better quality of the supply, the comparatively cheaper rate at which it was sold in certain parts and to the prevention of smuggling in other parts of the State.

Ganja cultivation.—The outturn of the crop during the year is reported to be less in quantity owing to heavy and unseasonal rains. It is satisfactory to note that the quality was on the whole better than that of the previous years. In view of the fact that a large quantity of 12,000 seers was ordered to be destroyed as being un-serviceable, greater attention is necessary in regard to its cultivation to ensure a sufficient supply of ganja of the best quality for each year.

10. *Opium*.—The sale price of opium was raised from Rs. 37-8-0 to Rs. 41-8-0 per seer of 80 tolas. There was an increase of 398 seers in its consumption. This is attributed partly to the variation in prices and partly to smuggling in Kolar and Bangalore. The preventive staff in these districts should be more vigilant and make every effort to put down smuggling.

11. *Number of shops*.—The number of Excise shops was reduced during the year by 68. The question of extending the system of Licensing Boards, sanctioned as a tentative measure for Bangalore, Mysore and the Kolar Gold Fields, to other parts of the State will be considered after the result of the experiment in the above places are reported to Government.

12. *Offences*.—During the year, 3,011 cases involving 3,547 persons were reported as against 3,263 cases affecting 3,900 persons in the previous year. Out of the total number of offences for disposal during the year, 419 related to heinous offences; the cases relating to illicit distillation were 73 as against 32 in the previous year. There were only 2 cases of smuggling in liquors as against 23 in the last year. Out of the 365 cases involving 560 persons referred to Magistrates, 288 involving 422 persons were disposed of by them, the percentage of conviction being 59.6 as against 70.5 in the previous year. Government agree with the Excise Commissioner that the percentage of conviction is far from satisfactory. The District Excise Officers and Inspectors are directed to pay greater attention to the investigation of cases. The report discloses an increase in cases of illicit distillation, particularly in the Shimoga District which is attributed to larger detection by the preventive staff. The fall in the number of trees tapped is stated to be due to illicit tapping in the Hassan District and over-tapping in the Tumkur District. These localities demand greater watch on the part of the officers concerned.

Reserve staff.—The work done by the Reserve staff during the year under report is satisfactory; 30 cases of illicit distillation, among others, were detected by the members of the staff. Government

except that their services will be utilised to a greater extent in the detection of Excise offences.

13. *Inspection.*—The Excise Commissioner's inspection extended only to two districts in the year, which cannot be considered sufficient. The inspection work of the District Excise Officers was also on the whole very unsatisfactory. Government agree with the Excise Commissioner that the District Excise Officers should inspect at least once a year all the arrack and drug shops in their charge and he is requested to issue suitable rules in this direction.

14. *General.*—The proposals of the Excise Commissioner for the reorganization of the department to improve its efficiency and the abolition of superfluous Ranges with an increase in the Sub-Ranges will be awaited.

The Government are pleased to record their appreciation of the efficient manner in which the administration of the Excise Department was carried out during the year under review.

G. O. No. Fl. 3377-86—S. R. 66-17-3, dated 7th January 1918.

FOREST.

Forest Department.

GOVERNMENT REVIEW ON THE ANNUAL REPORT FOR 1916-17.

1. *State Forests and Reserved Lands.*—The area of the State Forests increased from 2,946·37 square miles to 3103·74 miles by the addition of 22 blocks covering an aggregate area of 157·37 square miles. A corresponding area was removed from the category of reserved lands and 18 blocks measuring 56·59 square miles were newly notified.

The pendency under Forest Settlement and reservation, (*viz.*, 53 blocks measuring 393 square miles) is heavy. As Government have now passed orders on the long pending question of the treatment of Malnad kans, both occupied and unoccupied, as well as on the report of the Shimoga Forest Committee, the work should be expedited. The progress in mapping work is not satisfactory.

Government note the views of the Conservator regarding the conservancy of Amrut Mahal kavals. This is an important question which has been pending for a long time. The final recommendations of the Special Committee appointed to report on the question fully, is engaging the consideration of Government.

2. *Village Forests.*—Thirty-six village forests covering an area of 22·4 square miles were constituted during the year. The tentative sanction accorded to the scheme which will expire in January 1918, has been extended up to the end of the year 1917-18. Further orders will be passed on the special report already called for from the Revenue Commissioner on the working of the scheme.

4. *Forest Survey.*—Although the area surveyed during the year, *viz.*, 214·95 square miles is less than that in the previous year, it is noted the expenditure incurred, *viz.*, Rs. 12,680 is greater. This should have been explained.

5. *Working Plans.*—Working plans for the forests of Sakrebyle, Shankar, Purdhal, Chornedaballi, Kakanhosudi, Aldhara and Umbli-byle, covering an area of 110 square miles, were sanctioned during the year. The progress made in the preparation of working plans by the two officers specially deputed for the work is fair, preliminary examination and field work in respect of an aggregate area of 228 square miles having been completed.

The Conservator is requested to make a separate reference about the deputation of a third officer.

5. *Communications and Buildings.*—The progress in the construction of new roads, and the repair of existing ones is satisfactory. The Chief Engineer will be requested to explain why the construction of the cause-way across the Kabini at Nissen which had been provided for in the Forest Budget was not taken up. A triennial programme of roads was approved by Government towards the end of the year.

This should be rigidly adhered to. Government note with satisfaction that the budget allotment of Rs. 30,000 under "Buildings" was fully utilized, the total amount spent on original works and repairs being Rs. 26,053 and Rs. 6,971 against Rs. 16,285 and Rs. 4,115 in the previous year. In addition to this, an expenditure of Rs. 7,407 was incurred on miscellaneous works, chiefly water-supply, against Rs. 4,180 in the preceding year.

6. *Protection.*—(a) *Offences.* There was again an increase in the number of forest offences which rose from 1,015 in 1915-16 to 1,177 during the year under report, but over 90 per cent of these were of a trivial nature. The percentage of convictions (61·4) does not, however, compare favourably with that of the previous year (69). Government have repeatedly urged the importance and necessity of speedy disposal by the revenue authorities of cases of injury to sandal trees and it is unsatisfactory that there is no appreciable improvement in regard to this matter.

(b) *Fire Protection.*—The area attempted to be protected was 1,688,475 acres and that successfully protected was 1,653,622 acres which gives a percentage of success of 98·5 against 94·5 of last year. This is creditable to the subordinate staff. The cost of the operations was Rs. 39,099 as against Rs. 34,153 in the year previous.

(c) *Protection from cattle.*—It is reported that the absolute prohibition of goat browsing in the Kolar District was attended with very beneficial results to the forests, although some revenue was thereby sacrificed.

7. *Sylviculture.*—The seasonal conditions are reported to have been very favourable for natural reproduction. The progress under artificial reproduction was also satisfactory. The Conservator should have reported the nature of growth, and the condition of the existing plantations. The result in the experiment in planting ornamental fruit and flower trees on the Chamundi and Gopalaswami hills, and the planting up of the casuarina plantations in the Kolar, Tumkur and Bangalore Districts with various kinds of useful species is awaited with interest.

8. *Exploitation.*—Owing to more intensive working facilitated by the bifurcation of the Mysore and Shimoga Districts, the output of timber is reported to have been in excess of that of the previous year. It is hoped that transport difficulties which now stand in the way of the exploitation of the forests to the fullest possible extent, will be removed with the construction of the Thadasa-Hebbe tramway and the Nanjangud-Heggaddevankote metre-gauge railway. As a first instalment towards the abolition of the departmental system of extraction, it has been ordered that contractors should be more largely employed for the collection of sandalwood, which is now done mainly by the Department.

9. *Sandalwood.*—The sandalwood market is reported to have regained its former vigour, and the auction sales were very satisfactory. Out of a total quantity of about 1,516 tons exposed for sale, 1,347 tons were sold for Rs. 23,09,451 against Rs. 17,36,321 realized in the previous year. About 533 tons were sold to the Sandal Oil Factory

for Rs. 8,82,797 out of which Rs. 8,49,576 were realised. The difference having been ordered to be credited to the factory should be written off the accounts.

The gross revenue from sandalwood was Rs. 33,02,288 or 13½ lakhs in excess of the budget estimates as against Rs. 17,00,037 in the previous year. The working expenses amounted to Rs. 72,081 against Rs. 26,010 in 1915-16. Taking into account the quantity of wood newly collected and the quantity worked in the year under review as well as the previous year, the working expenses seem to have been comparatively higher during the year under report. The net income was Rs. 32,29,200 against Rs. 16,74,027.

Spike continues to cause much damage but it is gratifying to note that fresh areas have not been affected. The investigations under Doctor Coleman continue and a pamphlet has recently been issued by him which promises to lead to hopeful results. A proper survey of the sandalwood area in the State has recently been sanctioned with a view to take stock of the growth and the necessary preventive measures against spike disease.

10. *Financial*.—The total demand including the previous year's balance of Rs. 5,73,899 was Rs. 60,81,606 out of which Rs. 44,54,517 were collected against Rs. 32,23,989 in the previous year and Rs. 43,044 were written off the accounts, leaving a balance of Rs. 15,84,045 outstanding at the end of the year. The revenue is the highest on record and the increase is mainly due to the better prices realised on account of sandalwood. The outstanding balance is heavy and action should be taken to recover it early. The explanation that much of the balance under I (a) is due to the sales at the end of the year is vague. The Deputy Commissioners of the several Districts concerned are requested to adjust at once the long pending outstandings on account of plague shed materials. The Department must make timely collection of its dues and not allow them to fall into arrears and accumulate.

The expenditure under all heads was Rs. 9,38,005 against Rs. 9,10,041 in the year previous. The surplus was thus Rs. 35,59,556 against Rs. 23,13,988 in 1915-16 and an average of Rs. 16,77,573 during the preceding five years.

11. *Grazing*.—The demand under grazing and fodder grass is stated to have increased from Rs. 70,028 to Rs. 1,70,203 in the year under review. The increase is due to the lease for ten years of the excess kavals and plantations granted to the British Grass Farm Department. It is noted that a large number of cattle are permitted to graze in the State Forests at concession rate according to the Forest Settlement Officer's decision. Different systems are prevalent in different districts. Government observe that there is considerable scope for increase of revenue under this head. The Conservator is requested to consider the question whether uniformity of practice cannot be secured in the disposal of grazing areas and what measures may be adopted for improving the revenue from this source without causing inconvenience to the people.

12. *Inspections*.—The inspection work performed by the Con-

servator was satisfactory, all the ten District Offices and many Range offices and depots having been inspected during the year. The inspection of the Range Offices and depots by the District Forest Officers still leaves considerable room for improvement.

13. *General*.—A vernacular school for the training of forest subordinates was opened during the year and 25 students were trained consisting of 10 foresters and 15 guards. The school has since been raised to a school for the training of Rangers. The bifurcation of the district charges and the constitution of additional ranges yielded very satisfactory results and Government intend to make the arrangement permanent. In pursuance of orders passed by Government in December 1916, on the Conservator's proposals for the development of forest resources, a triennial programme of roads was settled, experimental timber depots were opened at Hassan and Arsikere, the tractors were placed under the supervision of the Superintendent, Shimoga Manganese Company, and an expert was appointed for the charge of the Saw Mills.

The organization of a Khedda was sanctioned during the year and about 40 elephants have been captured, most of which will be retained for the departmental purposes. A comprehensive scheme for the reorganization of the Department to suit the development of work in all directions is now engaging the active consideration of Government and orders will soon be passed.

14. Government are pleased to note that the Department was administered with zeal and ability by the Conservator of Forests, Mr. M. G. Rama Rao, during the year under review.

G. O. No. R. 7476-90—Ft. 99-17-8, dated 23rd January 1918.

The Mysore Forest Department.

A SCHEME OF RE-ORGANISATION.

The last re-organisation of the Forest Department took place in 1912. It aimed chiefly at the improvement of the pay and prospects of the officers and officials of the Department in all its branches, and did not strengthen the *personnel* to any appreciable extent. On the contrary in order to provide for the extra cost, the number of hands in the protective staff was actually reduced. The appointment of separate ministerial and menial staffs for the Range Offices in place of the Foresters and Guards who were previously employed in those capacities was the only substantial addition to the numerical strength worth mentioning. The revision seems to have proceeded on the assumption that better remuneration would attract better material and thus greater efficiency could be secured. The strengthening of the establishments *pari passu* with the increase of work does not appear to have been regarded as a measure of such great importance.

2. Since the last re-organisation was sanctioned, there has been an expansion in the area of State Forests by about 500 square miles, an

extent which is likely to double itself very soon when the reservation proposals now under consideration are fully developed. The revenue has increased by nearly 100 per cent and there is considerable scope for further expansion in this direction for which more intensive working on scientific lines under trained supervision is recommended, involving a reduction in the size and increase in the number of territorial charges and officers to hold them. The several industrial activities have added not a little to the work of the Department. Many irregularities resulting in the leakage of Forest revenue have been discovered, which, there is reason to believe, could have been prevented by the timely audit of accounts which was neglected on account of insufficiency of establishments. The transfer of the classified abstract work to the District Forest Offices, and the numerous accounts and registers which have to be maintained in a Range Office, call for urgent strengthening of the ministerial establishments of these offices to enable them to keep all account work up-to-date. The Central Office is also under-manned. Low paid and ignorant subordinates are now entrusted with responsibilities which require a better class of men. Such men cannot be attracted to the service unless their pay and prospects are brought into line with those obtaining elsewhere, and improved so as to suit the present conditions. For these reasons, Government recognise that the re-organisation of the Department in all its branches is a measure of urgent necessity. They therefore consider that time has now come for revising the whole organisation of the Forest Department with a view to see how the administration can be improved in efficiency and rendered capable of discharging the greater responsibilities now devolving upon it. The Conservator of Forests has submitted detailed proposals in this respect which have been subjected to a very careful scrutiny. Government will now deal with these proposals in detail.

3. *Territorial distribution*.—(1) *District Charges*. The bifurcation of the forest charges of the Mysore and Shimoga Districts, sanctioned tentatively in the Government Order of 11th May 1916, is confirmed. There will thus be ten Forest Districts in the State hereafter instead of eight, as detailed in Statement A appended.*

(2) *Range Charges*.—Including the eleven range charges sanctioned in the Order of the 11th May 1916, and two *Koti* charges, the existing number of Range charges is 54. The Conservator's proposal is

| | Range | Koti or Depot. |
|-------------|-------|----------------|
| Mysore West | 7 | 1 |
| Do South | 6 | ... |
| Shimoga | 10 | 2 |
| Sagar | 9 | 1 |
| Kadur | 12 | ... |
| Hassan | 4 | ... |
| Bangalore | 7 | ... |
| Kolar | 6 | ... |
| Tumkur | 5 | ... |
| Chitaldrug | 5 | ... |

Total 71 plus 4

miles to each Range which is about the maximum area which can be efficiently looked after by a single officer.

to increase the number to 84 and to reduce the size of each charge so that the officer in charge may be able to give adequate attention to his work in all its branches. Government have carefully considered the additional requirements and are pleased to direct that the number of ranges including the four *koti* charges be fixed at 75 as noted in the margin.

This will give an average area of 50 square

* Omitted here.

4. *Executive Staff*.—The Conservator proposes to do away altogether with the class of Deputy Rangers who are said to be lacking in technical qualification. Having regard to the substantial increase in the number of ranges which will reduce the area under each charge, Government agree with the Conservator of Forests and direct the abolition of the class of Deputy Rangers.

Four out of the 75 reconstituted Ranges may as heretofore be in charge of Sub-Assistant Conservators. So the number of Rangers required for Range charges will be 71. Government consider that a trained reserve staff should always be available for filling up casual vacancies due to officers going on leave, special duties, etc. The provision of such a reserve is very necessary to prevent dislocation of work. This is recognised in the Madras Presidency where a reserve of 20 per cent has recently been provided for. Government are therefore of opinion that the reserve in Mysore may be fixed at 10% including the staff required for working plans. These officers will be regarded as Probationers in the Department. The 78 Rangers (71 ordinary strength plus 10% reserve or Probationers) will be distributed as follows:—

| | No. | Pay |
|------------------|-----|-----------------|
| 1st Grade ... | 2 | on Rs. 150 each |
| 2nd „ ... | 2 | 125 „ |
| 3rd „ ... | 4 | 100 „ |
| 4th „ ... | 8 | 80 „ |
| 5th „ ... | 16 | 70 „ |
| 6th „ ... | 24 | 60 „ |
| 7th „ ... | 15 | 50 „ |
| Probationers ... | 7 | 40 „ |

Total 78 Rs. 5,180 per mensem

5. *Protective Staff*. (a) *Foresters*.—As the size of Range charges will be reduced, the continuance of Sub-Rangers will be no longer necessary. The Conservator of Forests proposes the retention however, of 40 Foresters for being deputed on special work in Ranges according to requirements. Government are pleased to direct that the existing number of Foresters (130) should be reduced by 100, and the 30 Foresters should be graded in 5 classes as follows:—

| | No. | Pay |
|---------------|-----|----------------|
| 1st Class ... | 4 | on Rs. 45 each |
| 2nd „ ... | 5 | 40 „ |
| 3rd „ ... | 7 | 35 „ |
| 4th „ ... | 6 | 30 „ |
| 5th „ ... | 8 | 25 „ |

Total ... 30 Cost 1,000 Rs.

The proposal to attach these Foresters mostly to Forest Ranges with the exception of a few senior men to be placed in charge of Kotis and important timber depots is approved. Suitable proposals for the distribution of the men should be submitted with particulars as regards service, qualification, etc., for the sanction of Government.

(b) *Guards*.—In view of the great reduction in the number of Foresters and the abolition of the grade of Deputy Rangers, Government agree with the Conservator of Forests that the staff of Guards should be strengthened and their prospects improved. The Conservator proposes to increase the present number of 825 by 200. Government, however, think that having regard to the distribution proposed and the forest area to be looked after by each Guard, an increase by 150 will be quite sufficient. Their pay will also be revised as noted below, the distribution now existing between the Maidan and Malnad Guards being done away with.

| 1st Class | 55 on Rs. 15 per mensem. | | |
|-----------|--------------------------|------------|---|
| 2nd | 60 | 13 | „ |
| 3rd | 115 | 12 | „ |
| 4th | 150 | 11 | „ |
| 5th | 180 | 10 | „ |
| 6th | 260 | 9 | „ |
| 7th | 155 | 8 | „ |
| Total | 975 | Rs. 10,015 | |

6. *Ministerial Staff*.—The Conservator's proposals which aim at the increasing of the strength of the clerical establishments in the various offices according to the present needs and also at improving the pay and prospects of the officials are in the opinion of Government capable of some reduction in some cases; but Government agree that to secure greater efficiency, promptitude and precision in the technical work of the department, a general revision is necessary and are accordingly pleased to sanction the Conservator of Forest's scheme with some modification. The details of the existing and revised scale will be found in the appended Statement B.* The minimum pay of the clerks will be raised to Rs. 20. The main features of the revision now sanctioned are briefly indicated below.

7. *Conservator's Office*.—The present staff of 18 hands including the Personal Assistant and the Auditor, will be increased by 4 hands, and will be distributed among the several branches as indicated in the margin. The question of appointment of Auditors under the Conservator for detailed audit of the accounts of the several District and Range offices does not commend itself to Government. They consider that the audit should be independent of the Head of the Department and accordingly direct that the work be transferred to the local audit*branch of the Comptroller's office.

8. *District Forest Offices*.—The Conservator proposes to increase the existing number of 51 hands by 18, thus making a total of 69.

- 1 Personal Assistant.
- 10 Accounts Branch.
- 9 Correspondence Branch.
- 2 Hands to assist the Conservator in his inspection work of District and Range offices.

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The distribution proposed by the Conservator of Forests for the several District offices is given below:—

| | | | |
|--------------|-----|-------|-------------------|
| Shimoga. | ... | ... 8 | } Major Districts |
| Mysore-West | ... | ... 8 | |
| Kadur | ... | ... 8 | |
| Mysore-South | ... | ... 7 | |
| Sagar | ... | ... 7 | |
| Bangalore | ... | ... 7 | |
| Kolar | ... | ... 6 | |
| Tumkur | ... | ... 6 | |
| Hassan | ... | ... 6 | |
| Chitaldrug | ... | ... 6 | |

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The Government accept these proposals in view of the revenue produced in each district and the future developments.

The Head Accountant in the Major District Forest offices should always get a pay of Rs. 60 to 70 and those in the other District offices Rs. 50 each, the other hands being properly distributed among the several offices according to requirements. The Conservator of Forests should see that only competent men are appointed in the reorganisation of these offices and increase of pay or number of hands is not allowed to affect efficiency or provide for promotion as a matter of course. A complete statement showing the distribution of the whole ministerial staff should be submitted for the approval of Government.

9. *Range clerks.*—In lieu of the existing scale of 60 clerks for 52 Ranges, Government are pleased to sanction 87 clerks at 1 for each of the 71 ranges, exclusive of Koti or depot charges, and one additional clerk for each of the 16 heavy Ranges which will be manned by Sub-Assistant Conservators or Rangers on a pay of Rs. 80 and above. Foresters should be in charge of all clerical work relating to Kotis and Depots.

10. *Other clerks.*—Besides the above, four clerks are also sanctioned for duty under Working Plan Officers.

11. *Reserve clerks.*—In order to have trained hands ready for taking the place of clerks on leave, etc., Government are pleased to sanction a reserve staff at 8 per cent on the total strength or 15 additional hands on Rs. 20 each who will be attached to the several District offices and the office of the Conservator at one or two each according to the requirements of each office. The distribution of these hands will require the sanction of Government.

12. *Menial Establishment.*—Government do not see any necessity for any increase in the number of menials in the Conservator's Office. They also consider that 40 men are sufficient for the District Forest Offices at the rate of 4 for each office. For the Range offices, Government consider that 80 peons are sufficient at 1 peon for each of the 75 Range charges and 5 Koties and depots. The minimum pay of peons will be fixed at Rs. 8. The pay of the dafterband and lascars

of the Conservator's office will be slightly increased as shown in the appended statement.*

13. *General*.—The whole of the ministerial establishment will be placed on a provincial scale.

Except the five highest appointments in the Conservator's Office, the pay of no appointment in any office should be fixed in a particular grade, each man rising to the next higher grade in his own office when a vacancy occurs in the higher grade without necessarily being transferred to the office in which the vacancy occurs unless such a step be found necessary on other grounds, such as, long stay in the particular place, etc.

14. The financial effect of the reorganisation will be a net increase of Rs. 56,418 per annum in cost.

15. The revision will take effect from the 1st March 1918, on which date the temporary Records-sorting Establishment in the offices of the Conservator of Forests and the District Forest Offices except Chitaldrug and Hassan referred to in Government Order No. R. 2160-1—Ft. 54-16-14, dated 25th August 1917, will cease to exist.

16. The existing Forest Survey Establishment, both permanent and temporary, attached to the Forest Department, which is not included in the proposition statement, by the Conservator, is not affected by this order.

17. The question of revising the strength and prospects of the controlling staff referred to in the concluding paragraph of the Conservator of Forest's report will be taken up for separate consideration when definite recommendations are framed and submitted.

18. The Conservator of Forests is requested to take immediate steps to give effect to the reorganisation now ordered and so far as the new Ranges created are concerned, take every care to see that they are manned by trained and qualified men. Any temporary arrangements necessary before trained Rangers are available should be reported to Government for sanction in each case and all appointments under the reorganisation both in the executive and ministerial line should have the approval of Government. The question of giving the Conservator of Forests and the District Forest Officers greater authority over their own establishments and relieving the Deputy Commissioners of the control now exercised by them over forest establishments will be considered separately.

G. O. No. R. 8727-37—Ft. 54-16-15, dated 22nd February 1918.

Omitted here.

JUDICIAL.

Statistics of Criminal Courts for 1916-17.

GOVERNMENT REVIEW.

The total number of criminal cases reported to the Magistrates during the year was 21,113 as against 24,029 in the preceding year. There is a substantial fall both under the head of offences against the human body and under the head of offences against property. The number of offences under special and local laws also shows a decrease of over 1,000 cases.

The total number of cases brought to trial during the year under report was 17,599 involving 37,655 persons, of whom 24,341 were either acquitted or discharged and 7,905 were convicted.

A regrettable feature of this year's report is the increase in the number of short term sentences. There has been a substantial increase (from 448 to 526) in the number of sentences of imprisonment for fifteen days and under. The Judges of the Court point out that very little use is made of the powers conferred by Section 562 of the Criminal Procedure Code. The attention of the District Magistrates is once again invited to the observation of the Chief Court, and they are requested to impress upon the Subordinate Magistrates the importance of the preventive sections of the Procedure Code in the administration of Criminal Justice.

The average duration of cases disposed of by the Magistrates was 16'82 days as against 19'38 and that of Sessions cases disposed of was 13'20 against 32'20 in the previous year. The average duration of appeals in the Courts of Session and in the Magistrate's Courts shows a slight increase, while it is practically the same in the Chief Court.

The Chief Court had 146 appeals for disposal involving 241 persons and disposed of 130 appeals, leaving only 16 pending at the close of the year.

Government are glad to record that the Chief Judge was able to inspect the District Magistrates' Courts at Mysore and Shimoga, the City Magistrate's Court at Mysore, and the Sub-Division Magistrate's Court at Shimoga. It is also satisfactory to note that the District Magistrate of Shimoga inspected all the Courts in the district, and that the others, except the District Magistrate of Tumkur, inspected most of the Courts in their districts.

The Honorary Magistrates have continued to perform efficiently the work entrusted to them. They have disposed of 2,820 cases in the year under report as against 3,468 in the previous year and 1,140 in 1914-15. Government desire in this connection to acknowledge the value of their services.

G. O. No. J. 2702-11—Cts. 74-17-3, dated 19th January 1918.

Statistics of Civil Courts for 1916-17.**GOVERNMENT REVIEW.**

Thirty-nine Village Courts were established during the year and three were abolished as they were found unnecessary. The number of Village Courts actually working at the end of the year was 160.

The total number of suits instituted rose from 29,743 in 1915-16 to 30,584 in the year under report, of which 16,885 were ordinary suits and 13,699 were small causes. The number of ordinary suits disposed of amounted to 16,557 against 15,597 in the previous year. The number of contested ordinary suits disposed of is steadily on the decrease as shown below though one permanent Munsiff's Court and one temporary Munsiff's Court were established during this period.

| Year. | Number of contested ordinary suits disposed of. |
|---------|---|
| 1914-15 | 4,902 |
| 1915-16 | 4,786 |
| 1916-17 | 4,652 |

There is a slight decrease in the average duration of these suits, but that there is no perceptible improvement is clear from the following figures:—

| Year. | Average duration of ordinary contested suits. |
|---------|---|
| 1910-11 | 145'41 days |
| 1911-12 | 275'22 " |
| 1912-13 | 229'17 " |
| 1913-14 | 226'94 " |
| 1914-15 | 354'19 " |
| 1915-16 | 348'94 " |
| 1916-17 | 335'71 " |

Government consider that there is much scope for improvement in this direction and they request the Chief Court to impress upon the subordinate Judicial Officers the necessity for the prompt disposal of suits coming before them.

The total number of regular appeals filed in District Courts was 627 against 758 in the previous year. Out of 929 appeals for disposal including those that were pending at the close of the year, 635 were disposed of against 741 in the previous year. The average duration of appeals rose by 62'42 days though there was a considerable decrease in the District Courts. The increase in the duration is reported to be due to the increase in the duration of appeals in the Subordinate Judge's Court at Shimoga. Government note that the increase in the duration in the last two years was also attributed to the increase in the duration in the same Court. The attention of the Chief Court is invited to the delay in the disposal of appeals in this Court for the last three years.

The Chief Court disposed of 261 first appeals and 272 second appeals during the year. The number pending at the end of the

year is 224 first appeals and 131 second appeals against 295 first appeals and 195 second appeals at the end of last year.

The Superintendent of the Government Press is requested to see that the Chief Court Reports are printed promptly so that they may be issued without unnecessary delay.

The Chief Judge inspected two District Courts and two Subordinate Judges' Courts, and the District Judges inspected all the Subordinate Courts except four Munsiffs' Courts.

Government are glad to note that the administration of the Department was on the whole satisfactory.

G. O. No. J. 2855-6—Cts. 73-17-3, dated 26th January 1918.

POLICE.

Police Department.

GOVERNMENT REVIEW ON THE ANNUAL REPORT FOR 1916-17.

The number of cognizable cases reported during the year was 6,605 shewing a decrease of 1,316 cases, over that of the previous year. This fall in the figures is explained as being mainly due to the exclusion from the Police returns of all cases of breach of Municipal and Sanitary laws, which in the Bangalore City have been dealt with by the special staff employed by the Municipal Council. There has been a slight increase of crime in the French Rocks, Hassan and Mysore City due chiefly to the influx of cooly gangs in connection with the railway works. There has been a decrease of 27 per cent under the head of serious offences against the person and 18 per cent under the head of robberies and dacoities, though there is a slight increase of 10 per cent under house-breaking and thefts. It is a matter for regret that during the year there has been a fall in the percentages of convictions in cases investigated, and of recovery of stolen property.

The Inspector-General of Police brings to notice the long pendency of cases before Magistrates causing great inconvenience, trouble and expense to parties and witnesses and resulting in the breakdown of true cases and in the miscarriage of justice. The attention of the District Magistrates is drawn to the necessity of exercising greater supervision over the work of the Subordinate Magistracy in this matter.

The number of cases reported in the B form by the Police was 3,047, of which 1,593 were struck off as false. Of the 77 cases declared to be maliciously false, prosecutions were instituted only in 11 cases. It will have a salutary effect if prosecutions are instituted in a larger number of cases found to be maliciously false on due investigation.

The number of cases in which action was taken under section 565 of the Criminal Procedure Code, was the same as in the year previous. Government desire to draw particular attention to their observations in the last year's review in respect of this matter and to point out that Magistrates should have greater recourse to the provisions of this section.

It is reported that owing to their multifarious duties, the Amildars are unable to take up the work of investigation of cases to the extent required. The submission of the detailed report already called for in the matter by the Government may be expedited. The investigation of the more heinous offences by the District Superintendents of Police themselves leaves much to be desired. It is hoped that the Inspector-General of Police will impress upon these officers the importance of this essential duty on their part.

The number of prosecutions under the Prevention of Juveniles Smoking Regulation fell from 99 in 1915-16 to 18 in the year under report. The causes responsible for this large decrease have not been specified.

Government approve of the suggestion of the Inspector-General of Police to depute a few Police officers in the moffusil to the Finger Print Bureau at Bangalore for about a fortnight in batches of half a dozen at a time to be trained in the work of taking finger prints, their classification and use.

During the year, the Inspector-General of Police inspected 21 offices and 91 stations as against 6 offices and 156 stations in 1915-16. Government observe that a large number of Police stations are uninspected. The value of frequent inspection by superior officers as a factor of efficiency cannot be sufficiently emphasized. Government look forward to better results in this direction.

The Inspector-General of Police has again brought to notice the great desirability of a betterment of the pay and prospects of the Police establishment of the State with a view to stimulate more satisfactory recruitment than has been possible in the present condition of affairs. The matter has engaged the consideration of Government and orders will issue in due course. The Inspector-General also lays stress on the urgent necessity of providing lines and stations. Government await his proposals in the matter.

G. O. No. J. 2667-76—Pol. 57-17-7, dated 17th January 1918.

MILITARY.

Amrut Mahal Department.

GOVERNMENT REVIEW ON THE ANNUAL REPORT FOR 1916-17.

The average price realized in 1916-17 per head of cattle was Rs. 63-13-5 as against Rs. 69-7-0 in the previous year.

The birth-rate fell from 49·15 per cent in 1915-16 to 41·24 in 1916-17, while the death rate rose from 6·20 per cent to 10·75 per cent. The increase in the death rate is explained to be due to the prevalence of black-quarter and rinderpest, which accounted for 458 deaths. It is not reported whether timely action was taken to check the spread of the diseases.

The demand for the year amounted to Rs 41,221-1-8 as against Rs. 49,059-1-2 in 1915-16, while the expenditure rose from Rs. 34,611-10-0 in 1915-16 to Rs. 35,049-8-6 in 1916-17. A sum of Rs. 352-7-3 is shown as outstanding for the last fifteen years. Steps should be taken either to recover the amount or to have it written off the accounts should it be irrecoverable.

Twenty-five rams were supplied free of cost for breeding purposes to owners of large flocks of sheep and two breeding bulls were given at the concession rate of Rs. 75 each for the same purpose. Though Amrut Mahal bulls were at the disposal of the public in the Chitaldrug District for the free covering of village cows, the concession was not availed of by the raiyats. The interest of local officers to popularise the scheme should be enlisted.

Two depots were opened at the Bidarehalli and Birur kavals with a view to train Amrut Mahal bullocks and supply them to the Imperial Service Transport Corps. Eighty-five bullocks were supplied during the year at a cost of Rs. 120 each and it is gratifying to note that good reports were received from the field of their powers of endurance and hard work. The Inspector-General of Imperial Service Troops inspected the Depots and expressed his satisfaction at their condition.

The Committee appointed in Government Order No. G. 17051-6—Mily. 145-15-3, dated 23rd June 1916, to consider proposals relating to the future administration of the Amrut Mahal Department have submitted their resolutions which are under the consideration of Government.

G. O. No. G. 10335-6—Mily. 139-17-3, dated 28th January 1918.

Mysore Military Forces.**GOVERNMENT REVIEW ON THE REPORT FOR 1916-17.**

The most important event of the year was the mobilization of the Imperial Service Transport Corps in September 1916.

The expenditure under all branches of the Military Service amounted to Rs. 13,98,788 as against Rs. 11,72,860 in the previous year, the increase of Rs. 2,25,928 being chiefly due to the mobilization of the Transport Corps and to the temporary increase in the strength of the two Depots of the Imperial Service Regiment and the Imperial Service Transport Corps.

The detachment of the Mysore Horse at Shimoga with its outposts at Pavagada and Jagalur was temporarily withdrawn to Mysore. Reliefs of the 1st and 2nd Battalions of the Infantry stationed at Shimoga and Bangalore were carried out during the year besides the usual reliefs of the Taluk Treasury Guards.

The strength of combatants and followers of the Imperial Service Regiment in the field was 473 and 116, respectively, as against 448 and 137 in the previous year. The number of men of the Imperial Service Troops that came back invalided from the field during the year was 165, while the number sent as reinforcements was 259.

The Transport Corps which proceeded to Mesopotamia during the year under review acquitted itself creditably there. Good reports were also received of the powers of endurance and hard work of the Amrut Mahal bullocks that were sent there.

The Imperial Service Regiment continued on active service throughout the year and it is gratifying to learn that it maintained its good reputation for conspicuous gallantry. His Majesty the King of Serbia was pleased to confer honours on Major Chamraj Urs, Jamadar Krishna Urs and Daffedar Keroji Kesarkar, while the Commander-in-Chief, Egyptian Expeditionary Forces, referred in eulogistic terms to the gallantry displayed by Major Chamraj Urs and Jamadar Basavaraj Urs. The Indian Meritorious Service Medal was awarded to Duffedar Major Syed Abdul Aziz and the 2nd class Order of British India with the title of Bahadur was conferred on Resaldar Hanumantha Rao Pawar.

His Highness the Maharaja was pleased to confer honours on Major Chamraj Urs and a few other officers of the Regiment and to sanction increased rates of Field Service allowances to all the details of the Regiment in the Field.

His Majesty the King-Emperor has since, in September last, been graciously pleased to approve of the grant of the honorary rank of Lieutenant-Colonel in the British Army to the Chief Commandant with effect from the 11th August 1917 in recognition of his valuable services in Egypt.

The discipline of the several units was generally good.

Government have great pleasure in recording that the administration of the Department during the year under review was satisfactory.

G. O. No. G. 10777—Mily. 140-17-5, dated 6th February 1918.

SANITATION.

Plague Administration Report for 1916-17.

GOVERNMENT REVIEW.

Attacks and Deaths.—During the year under review there was a very large increase in the number of attacks and deaths which were 16,552 and 11,755 against 5,466 and 3,808, respectively in the previous year. The number of attacks and deaths per mille of population was 2·8 and 2·06 against 0·9 and 0·6 in 1915-16. The recorded figures for the year were also far in excess of the quinquennial average for the years 1908 to 1912. Bangalore District suffered most with 4,121 attacks and 3,080 deaths, while the Tumkur District was practically free from the epidemic. The increased incidence of the disease is attributed to the unusual humidity during the plague season.

The usual measures of evacuation, disinfection and inoculation were adopted during the year to combat the disease. The Sanitary Commissioner reports that sufficient importance is not attached to the prompt disinfection of evacuated dwellings in rural areas and outside the Cities of Bangalore and Mysore. The attention of the Presidents of Municipal Councils and District Boards is invited to paragraph 18 of the report and they are requested to adopt suitable measures to give timely effect to the suggestions of the Sanitary Commissioner. The number of inoculations done during the year was 93,931 and is the highest on record.

Plague Hospitals.—The total number of admissions to the three Plague Hospitals in Bangalore, Mysore and Kolar Gold Fields was 790, of which 295 are recoveries. The recoveries in the Plague Hospitals were generally more in number than among cases treated outside. The Sanitary Commissioner's suggestions that every Municipal Council should have at least a temporary Plague Hospital during epidemic seasons is recommended for the consideration of the local bodies concerned.

Expenditure.—The report should have contained a statement of expenditure incurred by the Sanitary Department for Plague charges. This information should be given in future.

G. O. No. 3841-9—San. 90-17-3, dated 16th January 1918.

Town Improvement and Extension.

PROCEDURE TO BE OBSERVED.

Government are pleased to direct that all large town improvement or extension schemes should be referred to the Sanitary Commissioner in the first instance for advice and then scrutinised by the

Sanitary Engineer and duly approved by the local bodies concerned and submitted to Government for sanction before they are carried out. This should be observed as a general rule by all the Municipal Councils except in the following cases :—

Extensions in minor Municipalities to accommodate not more than fifty houses may be sanctioned by the Deputy Commissioner after obtaining the approval of the District Sanitary Officer. When, however, there are works of importance, such as, water-supply, drainage, electric works or works connected with the block system of irrigation, etc., under the control of Public Works Department in such a Municipality or its vicinity, the proposals for extensions, whatever might be the extent of accommodation, should be submitted for the approval of Government.

G. O. No. 3881-93—Ml. 133-17-1, dated 17th January 1918.

VACCINATION.

Vaccination Department.

SCHEME OF RE-ORGANISATION.

The question of improving vaccination work in the State has been under consideration for a long time. The strength of the vaccination establishment was fixed at 94 so far back as 1889 and a small number of 8 reserve vaccinators was added in 1913. The scale of pay offered to vaccinators ranging from Rs. 10 to Rs. 15 has throughout remained stationary.

From a statement received from the Sanitary Commissioner showing the qualifications of the present staff, it is observed that out of the 102 men in employment, 80 have been trained, 15 are fit for undergoing training and the remaining 7 are too old to improve. The Sanitary Commissioner in submitting proposals for the reorganisation of the existing staff and the Department, as a whole, points out that the absence of progress in the Department is due not only to the unsatisfactory character of the agency employed but also to the want of a proper supervising staff to verify and control the work of vaccinators.

Government agree with the Sanitary Commissioner that a complete scheme for reorganising the Department should include the following items:—

- (1) Increase in the number of vaccinators.
- (2) Attracting better class of men by improving the pay and prospects of the appointment.
- (3) Appointment of a sufficient supervision staff.

The most important part of the vaccination work is verification and supervision and there is at present no satisfactory agency to look after this work, the main work in this direction falling on the District Sanitary Officers, which could, at best, be regarded as only a make-shift arrangement. Government accordingly are pleased to direct that for each district there should at least be a Deputy Inspector of Vaccination. These Deputy Inspectors of Vaccination will be placed in three grades, the number of appointments and the scale of pay being as follows:—

Three Deputy Inspectors of Vaccination on Rs. 80 each
with personal allowance of Rs. 10 to the existing District
Sanitary Assistants.

Three Deputy Inspectors on Rs. 70 each.

Three Deputy Inspectors on Rs. 50 each.

They should draw travelling allowance according to ordinary rules. The present three District Sanitary Assistants and two Deputy Inspectors of Vaccination will be absorbed in these appointments

(any excess of salary above the sanctioned scale being treated as personal allowance). The pay of the Deputy Inspectors will be met from State Funds though their employment will be under the District Boards. Their diaries should be submitted first to the Presidents of the District Boards who will pass them on to the Sanitary Commissioner after scrutiny by the Sanitary Officers in the districts. As regards recruitment to this grade, the Sanitary Commissioner is requested to frame suitable rules and submit them for the approval of Government.

The question of improving the pay and prospects of vaccinators is one attended with some difficulty. In the first place, the existing men will have to be trained and absorbed; and secondly, the appointments should be made more attractive.

Government agree that to attract a better class of men to this service, the pay and prospects of the vaccinators should be thoroughly revised. Vaccinators will accordingly, be placed in three grades on Rs. 25, 20 and 15, a suitable distribution of the 114 appointments proposed by the Sanitary Commissioner being made as follows:—

First grade 32 on Rs. 25.

Second grade 32 on Rs. 20.

Third grade 50 on Rs. 15.

These appointments will be distributed by the Sanitary Commissioner in consultation with Presidents of District Boards according to the needs of each district. The question of giving each vaccinator a conveyance allowance also deserves consideration. The recommendation of the Sanitary Commissioner to give them a travelling allowance of Rs. 8 per mensem is approved. This should be refused or reduced if the minimum number of days fixed per mensem is not spent on tour or the minimum number of cases is not vaccinated. The existing staff of vaccinators will accordingly be transferred to the District Boards for direct supervision and disciplinary control. Rules on the subject may be framed and submitted by the Sanitary Commissioner for the approval of Government. The Sanitary Commissioner is requested to make early arrangements for training the men that are fit to be trained and proposals for removing or otherwise providing for the rest should also be submitted. Steps should be taken to see that as a rule only local men are trained and employed.

It will be left to the District Boards to prescribe the minimum outturn of work to be required from each vaccinator above a limit of of 200 cases for each month.

The Sanitary Commissioner is further requested to submit draft rules prescribing the qualifications for vaccinators and Deputy Inspectors of Vaccination.

As regards vaccination work in Municipalities, each Municipality should make its own arrangement and pay for it from its own funds.

G. O. No. 5044-63—San. 68-16-6, dated 9-3-1918.

E D U C A T I O N .

Public Instruction in Mysore.

GOVERNMENT REVIEW ON THE ANNUAL REPORT FOR 1916-17.

This is the fifth report submitted by Rajakarya Prasakta Rao Bahadur Mr. M. Shama Rao, M.A., since his appointment as Inspector-General of Education in June 1912. The following table gives the most essential information regarding the progress of education in the quinquennium during which he has been in charge of the department. The table indicates also the progress made during the year under review as compared with the previous year,

I. GOVERNMENT AND GRANT-IN-AID INSTITUTIONS.

| | | | | | | |
|--|----------|-----------------|----------|--|------------------|----------|
| | 1911-12 | 1915-16 | 1916-17 | Reduction is nominally due to students in the University Entrance classes being brought under secondary education. | | |
| Number of institutions .. | 8 | 8 | 8 | | | |
| Number of students .. | 578 | 934 | 792 | | | |
| Cost Rs. | 1,72,684 | 2,12,303 | 2,44,094 | | | |
| Percentage of cost to the total expenditure on education | 8·87 | 7·6 | 7·4 | | | |
| (ii) <i>Secondary Education.</i> | 1911-12 | BOYS 1915-16 | 1916-17 | 1911-12 | GIRLS 1915-16 | 1916-17 |
| Number of schools ... | 230 | 272 | 300 | 78 | 100 | 111 |
| Number of pupils .. | 31,749 | 38,866 | 43,321 | 7,779 | 10,811 | 13,019 |
| Percentage to the total population of the sex concerned of school age .. | 7·34 | 8·06 | 10·02 | 1·84 | 2·55 | 3·07 |
| Cost Rs. | 4,15,481 | 5,70,661 | 5,96,236 | 1,28,920 | 1,77,358 | 1,80,809 |
| Percentage of cost to the total expenditure on education | 21·33 | 20·45 | 18·62 | 6·62 | 6·38 | 5·49 |
| (iii) <i>Primary Education.</i> | | | | | | |
| Number of schools ... | 1,955 | 4,512 | 6,337 | 222 | 418 | 490 |
| Number of pupils ... | 69,492 | 141,186 | 214,685 | 10,683 | 16,972 | 21,771 |
| Percentage to the total population of the sex concerned of school age .. | 16·07 | 38·7 | 49·65 | 2·52 | 4·00 | 5·14 |
| Cost Rs. | 3,02,802 | 5,37,779 | 6,23,395 | 70,765 | 1,00,035 | 1,26,775 |
| Percentage of cost to the total expenditure on education | 15·54 | 19·31 | 18·90 | 3·63 | 3·59 | 3·94 |
| (iv) <i>Special Schools.</i> | | 1911-12 | 1915-16 | 1916-17 | | |
| Number of institutions .. | | 34 | 78 | 137 | ... | ... |
| Number of pupils ... | | 1,663 | 3,550 | 6,003 | ... | ... |
| (v) <i>Sanskrit Schools.</i> | | | | | | |
| Number of institutions ... | | 40 | 48 | 53 | ... | ... |
| Number of pupils ... | | 1,547 | 2,078 | 2,857 | ... | ... |

II. PRIVATE INSTITUTIONS.

| | | | | | |
|----------------------------|--------|--------|--------|-----|-----|
| Number of institutions ... | 1,911 | 1,822 | 1,764 | ... | ... |
| Number of pupils... | 25,723 | 24,715 | 23,770 | ... | ... |

The figures show that there has been steady progress in all directions for which great credit is due to Mr. M. Shama Rao.

The total expenditure on Education may be classified as hereunder.

| Expenditure | | | | 1911-12 | 1915-16 | 1916-17 |
|----------------------|-----|-----|-----|-----------|-----------|-----------|
| | | | | Rs. | Rs. | Rs. |
| Direction | .. | .. | .. | 17,335 | 44,906 | 53,358 |
| Inspection | ... | ... | ... | 30,714 | 99,866 | 1,39,085 |
| Scholarships | ... | ... | ... | 98,117 | 96,871 | 1,10,530 |
| Buildings | ... | .. | .. | 2 78,926 | 3,26,968 | 4,64,003 |
| Furniture | . | ... | ... | 68,899 | 50,169 | 90,495 |
| University Education | | | | 1,72,861 | 2 12,303 | 2,44,094 |
| Secondary Education | | | | 5,44,401 | 7,48,019 | 7,77,125 |
| Primary Education | | | | 3,72,567 | 6,87,814 | 7,50,170 |
| Special Instruction | .. | | | 1 64,084 | 2,47,236 | 2,80,972 |
| Miscellaneous | . | .. | ... | 1,39,091 | 3,21,156 | 3,87,729 |
| Total | | | | 19,48,018 | 27,85,328 | 32,97,561 |

There was an increase of Rs. 5,12,233 in the total expenditure on public instruction during 1916-17. The percentage of expenditure on education on the total expenditure of the State during the year was 9.61 as against 10.51 in the previous year.

2. *Important changes in the department.*—The new University began its work during the year. The first meeting of the Senate was held in October 1916 under the presidency of His Highness the Maharaja as Chancellor.

As a step towards decentralization in the department, certain additional powers were delegated to the Inspector-General of Education. The post of the Deputy Inspector-General of Education was revived with a view to provide for closer supervision of High Schools and larger expansion of Primary Education. A scheme of further decentralization in the department is under the consideration of Government.

The Collegiate High Schools were inspected by a commission appointed by the University. The Anglo-Vernacular department was separated from the High Schools at Kolar, Shimoga, Hassan, Chitaldrug and Chikmagalur and a parallel course of study for the Lower Secondary Examination in Kannada was also instituted in 10 selected Anglo-Vernacular Schools. A scheme for the grant of scholarships to promote higher education among communities who are backward in this respect was sanctioned and a sum of Rs. 1,00,000 has been allotted annually for the purpose. The scales of pay of the Anglo-Vernacular Schools, of the Hindustani Girls' Schools, of the clerical staff of the High Schools, and of the Pandits and Munshis in the Normal Training College and in the High Schools, were revised during the year at an annual extra cost of Rs. 30,587 as stated in the margin.

| | |
|--|---------|
| 1. Anglo-Vernacular Schools | Rs. |
| including | 10,500 |
| Anglo-Hindustani Schools. | × 6,740 |
| 2. Hindustani Girls' Schools | 5,304 |
| 3. Clerical staff of High Schools | 2,243 |
| 4. Pandits and Munshis in the Training College and High Schools. | 5,800 |
| Total | 30,587 |

A quinquennial review on the progress of Education in Mysore during the period 1912-13 to 1916-17 is in the Press. A Manual of important orders relating to the Education Department was also compiled.

3. *Work of Inspecting Officers.*—Twenty Educational Supervisors sanctioned during the previous year were appointed in the year under report. Including these the number of inspecting officers now is 58. About 68·35 per cent of schools of all grades were inspected by inspecting officers, and it is reported that there was considerable improvement in the quality of inspection work done during the year. The Assistant Inspectors are also reported to have devoted considerable attention to increase the number of schools and to increase the strength in existing schools. The report does not indicate to what extent the inspections have succeeded in raising the efficiency of schools and how far the work already begun has been consolidated. The Inspector-General of Education is requested to refer in future reports to both the qualitative and the quantitative aspects of the work of the inspecting officers of the department.

4. *Percentages of Literacy.*—The percentages of boys and girls under instruction to the total male and female population of school-going age were 62·2 and 13·3 respectively, as against 45·8 and 9·6 in the previous year. Compared with the total population of each sex the percentages were 9·33 and 2·00 against 6·9 and 1·4 in 1915-16. The following figures indicate the proportion of population under instruction in different grades.

| | | 1915-16 | 1916-17 |
|---------------------|-----|---------|---------|
| 1. University | ... | 0·39 | 0·24 |
| 2. Secondary | ... | 20·78 | 17·28 |
| 3. Primary | ... | 76·48 | 79·88 |
| 4. Special | ... | 1·47 | 1·87 |
| 5. Sanskrit Schools | ... | 0·88 | 0·73 |
| Total | ... | 100·00 | 100·00 |

Considering the area and density of population, there was during the year under review one school for every 3 square miles and for every 620 inhabitants as against 4 square miles and 786 inhabitants respectively in the previous year. The average number of pupils in each institution of the primary and secondary grades and the average cost to the State of educating such pupils is given below :—

| | Average number of pupils in each institution | | Cost (in rupees) of educating each pupil per annum | |
|-----------|--|---------|--|---------|
| | 1915-16 | 1916-17 | 1915-16 | 1916-17 |
| Primary | 32 | 35 | 4 | 3·17 |
| Secondary | 133 | 137 | 15 | 14·79 |

Government consider that with better organization and equipment, the schools already started should be able to afford facilities for the education of at least 50 per cent more pupils and the Inspector-General of Education is requested to enlist the co-operation of local agencies to see that each institution has on its rolls the maximum number of pupils consistent with efficiency.

5. *Compulsory Education*.—In addition to the 27 centres brought under the operation of the Elementary Education Regulation during the previous year, the scheme was extended to 41 new centres in the year under review. During the year, 8,086 boys of compulsory age were admitted into the schools. The exemptions applied for and granted under the Regulation were so low as 53. One thousand three hundred and eighty-nine warnings were issued by the School Committees and in 12 cases prosecution was ordered, but in all these cases subsequent compliance with the attendance rules rendered prosecution unnecessary. Government have sanctioned the introduction of the Regulation into 170 additional centres including 158 rural areas since the closing of the year. The Regulation has also been made applicable to girls in the cities of Bangalore and Mysore. The scheme has now passed the stage of experiment and many of the preliminary difficulties have been overcome. It should be organized on a proper permanent basis in the light of the experience gained and the entire responsibility for its working transferred to the local authorities and agencies. Proposals in this behalf will be awaited.

6. *Female Education*.—The number of institutions for girls rose from 525 to 607 and the number of girls under instruction from 41,035 to 56,715. Two lady candidates passed the B.A. Examination, one of them with honours. Of the seven that appeared for the Intermediate examination of the Madras University, three passed the examination in full and two in one part. Of the three that passed in full, one was from the Maharani's College. Three candidates appeared for the University Entrance Examination, of whom two were successful.

The Maharani's College and the London Mission Girls' High School, Bangalore, passed 4 and 2 candidates respectively in the Secondary School-Leaving Certificate Examination. As regards the other examinations, the results were :—

| | Number appeared | Number passed |
|--------------------------------|-----------------|---------------|
| Vernacular Upper Secondary | | 3 |
| English Lower Secondary | 27 | 18 |
| Vernacular Lower Secondary | 235 | 112 |
| Teachers' Certificate (Theory) | 29 | 25 |
| Do do (Practical) | 7 | 7 |
| Sewing | 30 | 20 |

Home Education classes were maintained in five places in the Bangalore District; the number of ladies who attended was 106 as against 87 in the previous year. The scheme for awarding 700 scholarships to encourage female education chiefly in rural areas in the primary and secondary grades was extended for another three years.

The appointment of a Deputy Inspectress and an Assistant Inspectress was sanctioned during the year.

In spite of the special efforts made to promote female education in all grades, the rate of progress is very slow. The results achieved even in the direction of primary education for girls are disappointing and the number proceeding beyond the Lower Secondary stage is negligible. The question of remodelling female education so as to adapt it to the special requirements of women is engaging attention. Government, however, consider that more energetic efforts are needed both on the part of the officers of the Department and of all agencies interested in female education in order to achieve results commensurate with the expenditure incurred.

7. *Results of Examinations.*—The total number of candidates who qualified for the B. A. Degree was 47, of whom 26 were from the Central College and 21 from the Maharaja's College. For the intermediate examination of the Madras University, the Central College sent up 140 candidates, of whom 53 passed the examination in full with 11 in the first class, and 49 in one part. The Maharaja's College sent up 181 candidates, of whom 65 passed the examination in full with 3 in the first class and 58 in one part. The Maharani's College, as already stated above, sent up only one candidate who passed the examination. Two hundred and forty-six candidates appeared for the University Entrance Examination of whom 120 passed. Out of 941 candidates registered for the Secondary School Leaving Certificate Examination, 331 including 6 girls were declared eligible for College courses and public service, 47 being declared eligible for public service only.

As regards the English Lower Secondary Examination, 2,184 candidates were registered and 929 including 19 girls passed the examination with 49 in the first class. For the Vernacular Lower Secondary Examination, 3,159 candidates appeared, of whom 1,230 including 112 girls, passed the examination with 36 in the first class.

8. *Special Instruction.*—The details in regard to the various branches of special instruction may be classified as follows:—

| Name | Number of institutions | | Number of pupils | | Cost in rupees | |
|--------------------------------------|------------------------|---------|------------------|---------|----------------|------------|
| | 1915-16 | 1916-17 | 1915-16 | 1916-17 | 1915-16 | 1916-17 |
| Training Schools for Masters ... | 6 | 7 | 368 | 431 | Rs. 63,595 | Rs. 71,415 |
| Training Schools for Mistresses ... | 2 | 2 | 33 | 32 | 6,453 | 6,498 |
| Engineering Schools ... | 2 | 2 | 208 | 205 | 30,912 | 40,130 |
| Industrial Schools for males ... | 25 | 24 | 1,417 | 1,526 | 97,829 | 1,15,442 |
| Industrial Schools for females ... | 4 | 3 | 137 | 183 | | |
| Practical Instruction classes ... | 30 | 90 | 909 | 3,107 | 832 | |
| Commercial Schools ... | 4 | 4 | 355 | 400 | 11,284 | ... |
| Agricultural Schools ... | 2 | 2 | 27 | 40 | 9,386 | 8,602 |
| Kindergarten classes ... | 1 | 1 | 40 | 14 | 32 | 7 |
| Schools for Deaf-mutes and Blind ... | 2 | 2 | 56 | 65 | 4,285 | |
| Other expenditure ... | ... | ... | ... | ... | 23,678 | 39,878 |
| Total ... | 78 | 190 | 3,550 | 6,003 | 2,47,236 | 2,80,972 |

9. *Normal Instruction.*—The system of training by means of rotation classes has been abolished and provision has been made for a full regular course of training. Including the normal school at Mysore for the training of Hindustani School Mistresses sanctioned during the year under report, there are ten training institutions in all, seven for males and three for females. One hundred and thirteen teachers received training in the special vacation classes at Bangalore and Mysore. The demand for trained teachers is increasingly felt and the standard of training now given also requires improvement. Government would be glad to consider any proposals which the Inspector-General of Education may put forward for the training of teachers at a more rapid rate and for inducing private persons to undergo training in the normal schools.

10. *Technical Education.*—The revised scales of establishment, etc., sanctioned for the Mechanical Engineering School, Bangalore, the Chamrajendra Technical Institute, Mysore, and the Government Commercial School, Bangalore, came into effect during the year under review. The Industrial, Commercial and Engineering Schools, showed some slight improvement as compared with the previous year, but the work still requires further organization. Government have therefore appointed a separate officer for the inspection of Technical Schools and to assist the Inspector-General of Education in improving these institutions. The District Industrial and Weaving Schools are in need of special attention and improvement in order to render them really attractive and useful to the artisan population. Government trust that during the current year the equipment of the schools, the framing of suitable curricula and the appointment of duly qualified teachers will receive due attention and the schools be able to take their proper place in the vocational training of the people. In the Technical examinations held during the year, 9 candidates passed out of 21 in the advanced grade, 56 out of 93 in the Intermediate grade, and 142 out of 259 in the Elementary grade.

11. *Practical Instruction Classes.*—The number of practical instruction classes rose from 72 to 170 and their strength was 3,101. The report shows that there is considerable scope for developing the scheme of practical instruction classes on a large scale. The report is silent as to what action was taken to improve the equipment of these schools which Government pointed out was defective in their last year's review. The Inspector-General of Education is requested to send a detailed report as to the general working of the scheme, and what modifications are necessary in order to co-ordinate more effectively general and technical education from the earliest stages. The services of the Technical Assistant to the Inspector-General of Education should be fully utilised to expand this scheme and a report of the action taken should be submitted to Government.

12. *Sanskrit Education.*—All the Sanskrit schools did good work during the year under report. Since the close of the official year, Government have passed orders sanctioning a scheme for the re-organization of Sanskrit education in the State and also the re-organization of the Government Oriental Library at Mysore.

13. *Education of special classes.*—The number of schools for Mahomedan students rose from 530 to 701 and their strength from 29,292 to 38,695, of whom 29,266 were boys and 9,429 girls, the corresponding figures for the previous year being 21,925 and 7,367 respectively. In order to improve the prospects of qualified Hindustani teachers already in service and to attract suitable persons to the Anglo-Hindustani schools, the scale of the establishment of these schools was revised during the year. A special training school at Mysore for the benefit of the Hindustani School Mistresses was also sanctioned. A qualified Head Mistress has since been secured and the Institution began work in August 1917.

In addition to the other facilities existing for their education, the Mahomedans are also allowed to participate in the scheme of scholarships for the students of backward communities.

The number of schools for Holeyas, Madigas, Korachas, Lambanis and other depressed classes, rose from 264 to 349, of which 169 were departmental, 2 Municipal and 168 aided and 10 unaided. Their total strength rose from 6,500 to 10,521, of whom 1,305 were girls. The schools for Panchamas did useful work. In this connection the Central Boarding School at Mysore deserves special mention.

14. *Medical Inspection and Religious and Moral Instruction.*—The preliminary arrangements connected with the scheme of Medical inspection were completed during the year, and it is expected that some interesting information will be made available during the current year regarding the health of the pupils. During the year under report 2,000 school children were treated for various complaints.

The effect of the religious and moral classes in schools is said to be on the whole satisfactory. Having regard, however, to the importance given to the subject in the discussions at the various official assemblies, the information given in the report under this head is considered very meagre.

15. *Scholarships.*—There were three State and two loan scholars undergoing training in foreign countries. The candidates who were awarded foreign scholarships during the year under report have not all been able to proceed to foreign lands on account of the war conditions prevailing at present.

There were 16 Damodar Das Khadayata and 37 technical scholarship-holders studying in British India outside the State. An Engineering College having been opened at Bangalore, the grant of Engineering Scholarships for study in outside colleges has been discontinued.

16. *Educational Buildings and School Equipment.*—A sum of Rs. 3,90,238 was spent during the year on educational buildings of all kinds as against Rs. 3,26,968 in the previous year. The expenditure incurred on the construction of village school buildings amounted to Rs. 81,519 out of a total grant of Rs. 1,15,000 sanctioned by Government, the amount of grant-in-aid towards construction of school houses for which contributions had been paid by the people being Rs. 12,351. In spite of liberal allotment sanctioned by Government,

the arrangements for providing proper accommodation to pupils have fallen far short of the increase in number and many of the existing buildings in which students are taught are over-crowded and defective in other respects. In the case of primary and lower secondary schools, the standard designs being too costly, only a limited number of new school buildings are undertaken from year to year. The Inspector-General is requested to review the whole position regarding the provision of accommodation for schools and submit suitable proposals to deal satisfactorily with this important problem in connection with the rapid growth of education. No information is given in the report about arrangements made for the better equipment of schools. Many of the lowest grade schools are still ill-equipped.

17. *Preparation of Kannada Text Books.*—As many as 22 departmental books were published during the year and arrangements have been made for the preparation of 15 more books in Kannada which include text-books on agriculture, banking, business training and business methods in the West and a moral class book. Government have since sanctioned the deputation of a special officer, to prepare under the Inspector-General of Education's instructions, science text-books in three grades in Kannada. The number of books on general subjects in Kannada is still very limited and there is enormous scope for increasing the number both by original productions as well as by translations of standard books in English and other languages. Government consider that it should be possible to utilize the services of the large number of graduates in the department in the preparation of Kannada books during the periods of vacation by offering them reasonable remuneration for their labour, advantage being taken in doing so of the various well-equipped libraries in Bangalore. Government would be glad to consider any practical proposals which the Inspector-General of Education may make in this respect.

18. *Conclusion.*—The work of the Department during the year under review has on the whole been very satisfactory.

As this is the last report submitted by Mr. Shama Rao, Government have much pleasure in placing on record their appreciation of the valuable services rendered by him in the development of Education in the State, and the enthusiasm and earnestness displayed by him in his work. In recognition of the same, His Highness has been pleased to confer on him the title of Rajakaryavprasakta. Government are also pleased to learn from the report that the work of the staff of the department during the year was generally efficient.

G. O. No. 9608-58—Edn. 139-17-8, dated 23rd March 1918.

INDUSTRIES AND COMMERCE.

Industries and Commerce Department.

GOVERNMENT REVIEW ON THE ANNUAL REPORT FOR 1916-17.

Organisation and Staff of the Department.—The services of Mr. Alfred Chatterton, who was in charge of the Department since its establishment, having been placed at the disposal of the Government of India in connection with the Indian Industrial Commission, Mr. V. Rangaswamiengar, Superintending Engineer, Southern Circle, was appointed Officiating Director and assumed charge of the office in the middle of November 1916. The two Sandalwood Oil Factories at Bangalore and Mysore continued to be under Mr. Chatterton.

The staff of the Department was strengthened by the transfer of Mr. Lakshminarasimhiah, Sub-Assistant Engineer, to the Department from the Public Works Department and by the appointment of Mr. K. H. Ramaiya as Special Assistant for Commercial Work.

Two Commercial Probationers were also appointed during the year to assist in the development of commercial work in the State.

With a view to investigating the forest resources of the State and developing forest industries, a special section was created in the Forest Department to deal with forest industries and Rao Saheb Mr. M. Rama Rao was appointed as Special Forest Officer to be in charge of that section and directed to work in close association with the Director of Industries and Commerce so far as the industrial and commercial portions of the work were concerned.

Government have recently passed orders sanctioning a re-organisation of the Department with a separate section for dealing with Commercial developments and statistics and laying down a definite programme of work for the Department.

Owing to the difficulties in procuring machinery, the work of the Department was greatly hampered and attention was therefore concentrated either on industries already in operation with a view to place them on a satisfactory basis or starting such industries as could be developed with the aid of machinery that could be manufactured locally and investigating new industries, which could be undertaken immediately after conditions become favourable.

SCHEMES IN OPERATION.

Sandalwood Oil Distillation.—The report received from Mr. Chatterton on the working of the Sandalwood Oil Factories at Bangalore and Mysore has been separately reviewed by Government.

Sugar-cane Mills and Jaggery Manufacture.—Of the seven installations, the one at Kunigal has been sold to a private individual and the Shikarpur Mill was leased for a year. All the Mills were worked

more or less under departmental guidance. The total number of hours that the sugar-cane mills worked during the year was 1,794 and the quantity of jaggery manufactured 14,358½ maunds as against 2,435¼ hours and 19,456 maunds in the previous year. The results have not been satisfactory on the whole and this is reported to be chiefly due to two causes, *viz.*, that the supply of cane to the mills was irregular and that the cane was of inferior quality. The Director reports that with a better organisation for the regular supply of good cane these mills should be able to work at a profit and Government have already issued instructions to the Director to take necessary steps in the matter in consultation with the Director of Agriculture and the local Revenue Authorities. The first three installations were started more than five years ago. Government do not consider it satisfactory that the Department has not succeeded in placing any of the concerns on a satisfactory commercial basis even at the end of this period.

The results of the working of the Steam Plant at Agaram are also reported to be not very encouraging, the average cost of manufacture of a maund of jaggery being so high as fourteen annas. This is stated to be due to excessive consumption of steam and steps are being taken to rectify this defect by effecting necessary alterations in the furnace.

Handloom weaving.—The Government Weaving Factory has for the first time earned a net profit of Rs. 1,735-14-4. The net expenditure on the Factory during the year amounted to Rs. 10,861-10-7. High class silk and lace goods are being manufactured in the Factory on jacquard looms on a large scale. There were 28 students under training in the Factory during the year.

The demonstration work was carried on the same lines as in the previous year. 396 looms and 30 tappets were supplied to the weavers during the year and 477 weavers were trained in working the new looms. The expenditure on demonstration work during the year was Rs. 6,372-2-0.

Beyond the introduction of a large number of fly shuttle looms and the development of the Government Weaving Factory, the Department has not succeeded in effecting any extensive improvements in the industry throughout the State.

The commercial side of the industry has not been sufficiently investigated nor any effective measures taken to enable the weaver to get yarn and dispose of the articles produced by him. The Weaving Schools are reported to be inefficient. The Director is requested to submit definite proposals to improve these defects and develop the activities of this important branch of his department so as to afford more facilities and encouragement to the weaving population in general throughout the State.

Soap and Button Factories.—Work could not be started on a commercial scale in connection with either of these industries owing to the incompleteness of the machinery. The soap plant ordered from Europe has only recently arrived and is being erected. A number of boys are being trained in button making and arrangements are being made for completing the machinery.

Private Industrial Enterprises aided by Government.—During the year under review 32 installations of power plants were undertaken by the Department, of which 24 were completed, bringing the total number of completed installations up-to-date to 127. Twenty-six hire-purchase agreements and 7 loan applications involving an aggregate amount of Rs. 1,10,258 were sanctioned during the year.

Including a sum of Rs. 42,404-12-0 granted during the year, the total amount advanced by Government in the shape of loans and under the hire-purchase system amounted to Rs. 2,58,198 up to the end of June 1917.

A sum of Rs. 35,064-5-10 was recovered towards principal and Rs. 3,552-11-8 towards interest during the year. The outstandings at the end of the year were Rs. 17,576-7-10.

No information is furnished in the report as to the amounts disbursed from the provision of Rs. 20,000 for loans for the encouragement of rural and cottage industries in the State.

Tile Factories.—There has been no progress in the establishment of Tile Factories during the year. No work could be commenced in the Tirthahalli Tile Factory and operations had to be stopped. The question of giving financial help to this concern is now engaging the attention of Government.

Schemes under investigation.

The most important industries investigated by the Department are :—

- (1) Manufactures of dye from sappanwood and lac.
- (2) Establishment of an Oil Mill on a large scale
- (3) Tanning of hides.

Proposals have been submitted in respect of these industries and are under consideration.

Having regard to the great difficulty experienced by weavers in the State to get woollen yarn and the great demand there is for kamblies and other goods to be manufactured from the yarn, the Director is requested to take more effective practical steps for establishing the woolspinning mill at an early date.

Statistics—Beyond the publication of statistics relating to the rail borne traffic of the State, the Department has not been able to publish any special statistics relating to specific trades and industries; now that the Commerce section of the Department has been strengthened, it is hoped that substantial progress in the work of collection and publication of these statistics will be made.

Conclusion.—The report contains no information regarding the work of the departmental staff, of Superintendents and mechanics, the inspections of the Director and the subordinate staff, the condition of the plants and enterprises started with financial assistance from Government and the net results achieved by the Department in the development of industries and trade by its activities during the year. The Director is requested to furnish this information in his future reports. In conclusion, Government are pleased to observe

that although the difficulties caused by the war and other adverse conditions considerably hampered the activities of the Department in every direction, the Director and his officers worked with zeal and earnestness. Greater attention, however, should be paid in future to the business organisation of all the activities and in running the concerns under departmental management, *e. g.*, Weaving and other factories, on strictly commercial lines.

G. O. No. 6510-60—I. & C. 131-17-7, dated 9th January 1918.

Development of Industries.

FREE CHEMICAL ANALYSES.

Government consider that, until the Research Bureau and the Laboratory to be attached thereto are properly organised, facilities should be afforded to get the analyses made in the Public Health Laboratory and the Agricultural Department Laboratory. They are accordingly pleased to direct that in future all such analyses be made free of cost for a period of three years, provided that the application for the same is accompanied by a certificate from the Director of Industries and Commerce that the request is *bona fide* and analysis is necessary for the development of a local industry in which the applicant is interested.

As soon as the Research Bureau is organised and the laboratories connected with it are able to take up such work, the analyses will be arranged for by the Bureau itself.

The Director of Agriculture and the Director of the Public Health Institute are requested to send up a statement at the end of six months of the number of analyses so undertaken and the time taken up with a view to enable Government to decide whether any special facilities should be provided in the two laboratories for doing this work.

G. O. No. 6590-4—J, & C. 10-17-5, dated 10th January 1918.

AGRICULTURE.

Agricultural Department.

GOVERNMENT REVIEW ON THE ANNUAL REPORT FOR 1916-17.

The work done by the Department during the year may be reviewed under three heads, *viz.*, scientific and experimental work, practical work for the benefit of the people including Agricultural Education and the publication and spreading of useful information.

2. *Experimental Work.*—As regards experimental work, the bulk of this was carried on either in connection with the Hebbal Farm or the laboratory attached to the Department. The Director refers to the following practical results achieved during the year:—

- (a) The establishment of the fact that the early cultivation of dry lands in the State under all conditions leads to an increased crop in the following year.
- (b) That the red Mauritius sugar-cane gives the highest yield per acre.
- (c) That oil cakes should be applied at the rate of at least 100 lbs. per acre and that the rows should not be closer than 2 feet apart.

The Director estimates that, if his instructions with regard to the growth of sugar-cane are followed, the profits from that crop may be raised by at least 100 per cent and in many cases by 200 to 400 per cent.

3. In the Marthur Farm, besides the experiments conducted in connection with supari, paddy and sugar-cane, some attention was paid to popularising orchards and distributing seeds and implements to the malnad raiyats.

In the Babbur Farm, the preliminary work having been completed, 25 acres were planted with sugar-cane, 20 acres with cotton, besides other portions devoted to dry crops. No work could be commenced on the Nagenahalli sugar-cane farm as the land was put into the possession of the Department late in the year. The attention of the Director is invited to the remarks in the last year's review regarding the necessity for indicating the financial results of each farm by the maintenance of proper capital and revenue accounts. The Director is requested to attach a statement containing this information to future reports.

4. *Scientific Work.*—The most important work under the Mycological section consisted in further investigating the nature and the treatment of the Spike disease of sandal. The results of the investigations have been published in a bulletin. Government have sanctioned the appointment of a Biochemist to help the Director in the work. A Conference of British and Mysore Officers has also been held

for determining future lines of investigation. Besides the analytical work done for the Geological Department, more than 100 samples of sugar-cane juice, manures and a good many miscellaneous samples were also analysed. The rest of the mycological work was confined to a study of the disease of arecanut, coffee and mango. The Entomological section devoted its attention to pests of coffee, stored grains and kumbli hulas.

5. *Practical Work for the Benefit of the People.*—Besides the Department staff availing themselves of opportunities afforded by Jamabandies, jatras and public occasions to get into touch with the people, the officers of the Department attended meetings of District and Taluk Progress Committees and worked harmoniously in close association with the agencies of the Economic Conference. Special Agricultural Conferences were held as part of District and Taluk Conferences.

The value of improved implements sold by the Department rose from Rs. 24,670-1-0 during the previous year to Rs.30,076-8-2. Large quantities of oil cake and seed were also supplied. A large number of private estates were inspected and the departmental staff was sent out to demonstrate the use of improved implements.

Two new Agricultural Associations were formed in Bangalore and Tumkur Districts. In this way though much useful work has been done to improve agricultural production, owing to want of proper statistics it is impossible to estimate the actual increase in production due to the efforts of the Department. The Director is requested to give some indication in future years of the exact increase in production due to the work of the Department both as regards commercial and other crops.

6. *Agricultural Education.*—There are at present three grades of agricultural education in the State. (1) The Hebbal School imparting higher education in English; (2) the newly started Yernacular School at Chikkannahalli giving a somewhat lower grade of training; and (3) the Rural Science Class sanctioned in Government Order No. 5065-79—Agri. 130-13-6, dated 22nd March 1916, which aims at combining some agricultural training with elementary education. All the three grades of education are reported to be popular. Eight students in all passed the diploma examination in the Hebbal School of which three gained distinction. It is satisfactory to note that the Taluk Progress and District Committees and several other local bodies in the district have been arranging to depute candidates to the Hebbal School for training, providing them with scholarships. The Chikkannahalli School which was opened by His Highness the Yuvaraja in August 1916 is gradually coming to notice in the districts and it is expected to become popular in the course of a few years and to train a large number of sons of raiyats in improved methods of agriculture. The rural science classes were started only recently and have thus not been able to do much substantial work mainly for want of trained teachers. There are now four such classes in Devanhalli, Vartur, Devarayasamudra and Kyatsandra. In regard to two of these schools private gentlemen have come forward with help by placing the required

extent of lands for the schools. Government have since sanctioned the establishment of a Vernacular course, parallel to the English course in the Hebbal School, intended for owners of private estates and also a shorter course for the training of teachers to be placed in charge of the rural schools. They trust that with these additional facilities agricultural education will show marked improvement in the near future.

7. *Publication and spreading of useful information.*—A number of bulletins have been issued on various subjects. Six of these, including one on methods of butter making and a preliminary report on Spike disease, were issued by the Department and three through the Agricultural Committee. A few more bulletins are reported to be ready for issue. Government consider that it is also necessary that arrangements should be made to issue an Agricultural Manual as early as possible.

8. *Miscellaneous.*—The Dairy in the Hebbal Farm was worked on the same basis as in the previous year. Results have shown that while the yield of the best cow of local breed is only half of what a moderate cow in Europe gives, it is possible to effect improvement in the milk capacity of our cows without the introduction of foreign blood. The Department also arranged for demonstration of dairy appliances in several centres in the State and attempts have been made to start dairy farms in three places.

The Department carried out 207 crop cutting experiments and the results will be shortly issued. A quinquennial report of work done in this connection is reported to be under compilation.

The question of the improvement of live-stock has been receiving attention both from the Agricultural Committee and the Department. The proposals for the appointment of an expert in animal husbandry could not be sanctioned, but Government have approved of a local man being selected for training. As the subject is an important one, the Director is requested to send proposals in consultation with Revenue Commissioner as to what measures may be immediately adopted both to stimulate cattle breeding in the State and improve the stock until it is possible to train an officer in the methods of this work.

9. *Estimates of Agricultural Production.*—Some attempts have been made both by the Department and the Agricultural Committee to estimate the value of agricultural production in the State. The Director has since published an elaborate note on the possibilities of increasing production and estimates that, by better ploughing and manuring and use of improved seeds and promoting the growth of commercial crops and large landed estates, the total value of agricultural production may be increased by about 40 per cent in the course of the next ten years. Government trust that the Department will help the local officers in preparing programmes for improvement suited to the conditions in each taluk on the lines of this note for the guidance of the District and Taluk Progress Committees in order to reach the results and adopt suitable measures to record the progress made from year to year.

10. *Staff.*—The staff of the Department was strengthened

during the year by the addition of more men. The want of trained men, however, is still felt, the immediate requirement being men trained to work as field-men in the districts. The question of appointing more Agricultural Inspectors for each district has been urged in the Economic Conference and is under the consideration of Government.

11. *Tours.*—The Director toured 90 days during the year as against 72 days in the previous year, of which 15 days were spent in attending the Conference of Mycologists and Entomologists at Pusa. The Deputy Director and the Assistant Director toured for 158 days and 231 days, respectively, as against 171 and 249 days in the previous year.

12. *Conclusion.*—The thanks of Government are due to Dr. Coleman for the success that has attended the operations of the Department during the year.

G. O. No. 6433-83—A. & E. 54-17-9, dated 9th January 1918.

Civil Veterinary Department.

SCHEME OF RE-ORGANISATION.

In their Order No. R. 1727-37—Agri. 38-05-22, dated 4th September 1907, Government sanctioned a scheme for the organization of a Civil Veterinary Department in Mysore. In that scheme provision was made as a beginning for three hospitals and four dispensaries, exclusive of the hospital at Bangalore, which had already been sanctioned in Government Order No. R. 6162-220—Agri. 98-06-2, dated 20th December 1906, with a scale of establishment consisting of one Veterinary Assistant Inspector for each institution in the grade of Rs. 30—2—40, besides one saluistry, one compounder, one farrier, and one sweeper. The scheme also provided on the whole for 12 hospitals and 18 dispensaries to be distributed at each District Headquarter and in important and convenient taluk and village centres according to requirements. The maximum strength then sanctioned was 30 Assistant Veterinary Inspectors for these 30 institutions and 4 assistants as a reserve for itineration work in places where there are no hospitals or dispensaries, 1 Veterinary Inspector in charge of every 2 districts for supervision work, 1 Veterinary Inspector to work under the Superintendent and 2 Superintendents, one for touring round the districts and supervising the work of Inspectors and their assistants and the other as expert assistant to the Revenue Commissioner, who was to be in control of the Veterinary Department. The cost of the sanctioned scale as indicated above, including that of the clerical and menial establishments came to Rs. 49,776 per annum. Subsequently, in an order dated the 27th June 1908, progressive scale for Assistant Inspectors, salustries, and compounders was abolished and a fixed pay substituted therefor. The pay of the Superintendent was raised from Rs. 150—25—300 to

Rs. 250—30—400 in Government Order No. 3-4—Agri. 16-16-2, dated 16th October 1916.

2. During the past few years provision has been made in the annual budget for the opening of new dispensaries and hospitals in accordance with the sanctioned scheme of 1908 and during 1916-17 there were in the Mysore State 4 hospitals and 8 dispensaries including the 4 dispensaries at Channapatna, Nagamangala, Davangere and Sagar which were opened at the end of the year; and the cost of the department came to Rs. 15,552 approximately. Four more dispensaries at Chikballapur, Maddagiri, Saklespur and Tarikere have been ordered to be opened during the current year in Government Order No. R. 2419-25—Agri. 14-17-2, dated 5th September 1917.

3. It has now been brought to the notice of Government that the scale of pay provided for Veterinary Officers is not sufficiently attractive and that extreme difficulty is experienced in securing the services of qualified hands for the growing needs of the Department. Proposals were therefore called for from the Revenue Commissioner for a reorganization according to the present needs in the scale of pay of the executive officers and the other establishments and in his letters dated 28th October 1916, 21st March 1917 and 9th August 1917, the Revenue Commissioner has submitted his proposals for the sanction of Government.

4. Government have carefully considered these proposals and are of opinion that till the expansion of the Department has reached the limit as fixed in 1908 there is no case made out for any substantial modifications, except in regard to the supervising agency and the pay and prospects of the staff. The changes now sanctioned are indicated below:—

(1) The pay of the Superintendent which was raised from Rs. 150—25—300 to Rs. 250—30—400 in Government Order No. C. 3-4—Agri. 6-16-2, dated 16th October 1916, will stand at the latter figure.

(2) Instead of the second Superintendent provided in the order of June 1908, an Assistant Superintendent on a pay of Rs 150—10—200 will be entertained with territorial jurisdiction over the Shimoga, Kadur and Chitaldrug Districts to exercise the duties of a Superintendent in this area. His headquarters will be at Shimoga and he will be subordinate to the Superintendent.

(3) The pay of the Inspector will be:—

I Grade one on Rs. 100—5—125.

II Grade three on Rs. 75—5—100.

There will be 4 such Inspectors, one for two districts, instead of five as provided for in the original Order of 1908. Their duty will be chiefly to supervise the work of the stationary and itinerating Assistant Veterinary Inspectors and to direct all operations in the districts to prevent the spread of epidemics and cattle mortality and to supervise cattle breeding operations. They will also be in charge of propagandist work giving lectures to the rural population on Veterinary subjects.

- (4) The Assistant Veterinary Inspectors will be placed in two grades :—

I Grade Rs. 50—5—75.

II Grade Rs. 40— $\frac{3}{4}$ —50.

The hospitals should always be placed in charge of I Grade Assistant Veterinary Inspector, while the dispensaries should be placed in charge of a II Grade Assistant.

(5) In addition to the Assistant Veterinary Inspectors in charge of Hospitals and Dispensaries, there will be one II Grade Assistant Veterinary Inspector for each district for itineration and inoculation work. There will thus be 8 Assistants instead of 4 sanctioned in the original scheme of 1908, who will form a sort of mobile corps to be deputed for work according to necessity in any part of the State under the orders of the Superintendent and Assistant Superintendent as the case may be, for duty on occasions of epidemics. The necessity for the employment of a special staff to attend to inoculation work is emphasised by the markedly successful results which have attended the adoption of that measure in Madras where on account of the large number of inoculations there is a perceptible decrease in the cattle mortality as compared with Mysore.

(6) This establishment which will be permanent in character will eventually absorb the temporary staff sanctioned in Government Order No. R. 716-17—Agri. 36-14-8, dated 16th February 1915.

(7) The pay of the salustries will be raised from Rs. 12, 15 and 20 to Rs. 15, 20 and 25, respectively, and the number in each class will be as shown in the statement* accompanying this order.

(8) The compounders will get a uniform pay of Rs. 10.

(9) The pay of the clerical establishment will remain as sanctioned in 1908, except that in the case of the clerk of the Superintendent which will be raised from Rs. 20 to Rs. 30 per mensem.

(10) The minimum pay of the peons will be Rs. 7.

5. The duties of each grade of officers will be as detailed in Appendix A of the Order of 1908.

6. The following scale of establishment shall be adopted for each hospital and dispensary hereafter to be opened as well as for the dispensaries already opened at Channapatna, Nagamangala, Sagar and Davangere :—

Hospitals.

One Assistant Inspector on Rs. 50—5—75.

One salustry on Rs. 20.

One farrier on Rs. 12.

One compounder on Rs. 10.

One peon or sweeper on Rs. 8.

Dispensary.

One Assistant Veterinary Inspector on Rs. 40—50.

One salustry on Rs. 15.

One compounder on Rs. 10.

One peon on Rs. 7.

7. A statement is appended* showing the cost of the whole scheme as now revised. The men required will not be entertained all at once, but only as necessity arises, subject to Government sanction and when funds are provided.

8. The additional expenditure that will be required for the current year to give effect to these orders will be met from the provision of Rs. 5,000 made for new institutions and from Rs. 6,484 allotted for the re-organization of the department, in the current year's budget.

G. O. No. R. 8854-63—Agri. 27-16-11, dated 27th February 1918.

* Omitted here.

CO-OPERATIVE SOCIETIES.

Annual Report for 1916-17.

GOVERNMENT REVIEW.

Organisation and staff of the Department.—The changes effected during the year were the following:—

(1) The status of the Assistant Registrar was raised to that of a Deputy Registrar and he was directed to pay special attention to the development of co-operation on lines other than credit. The charges of the Registrar and the Assistant Registrar remained the same in other respects.

(2) The number of Inspectors of Co-operative Societies was raised from 26 to 30 as a result of the increase in the total number of Societies. With a view to improving the inspectorate and the quality of work done, Government have recently framed rules regulating recruitment to the staff of the Department and restricting the appointments of Inspectors generally to graduates. Government desire that such of the Inspectors as are at present found to be not fully qualified for their posts should be gradually replaced by better qualified and more competent men.

(3) The number of Honorary Supervisors also increased from 45 to 56. As the stability of the Co-operative movement depends almost entirely on the growth of a spontaneous desire on the part of the people to have co-operative institutions, Government consider that the work of organising new societies should in future be left more and more to the influential leaders of the people. The Department should therefore endeavour to reduce to a minimum the employment of paid agency for propaganda work and enlist the active sympathy of earnest workers in a larger measure in future all over the State.

The touring done by the Deputy Registrar during the year is inadequate being so low as 69 days. The report does not indicate the number of Societies inspected by the Registrar and the Deputy Registrar and how many of these were rural and how many urban. Government consider it necessary that a fair percentage of rural Societies should be inspected regularly every year by the Registrar and the Deputy Registrar. The Registrar is requested to incorporate the above particulars in his future reports. To enable the Government to ascertain the places visited by the Registrar and the Deputy Registrar in the course of their tours, Government direct that tour maps, similar to those submitted by the Deputy Commissioners of districts every year, be forwarded along with the annual reports in future. The Deputy Registrar should also submit a monthly journal through the Registrar.

3. *Progress of the Movement.*—The following statement shows the progress of the co-operative movement in the State during the year :—

| District | Number of societies | Number of members | Number of members served | Number of members in average for each society | Average working capital | Average transaction per society | Deposits | General stability |
|------------|---------------------|-------------------|--------------------------|---|-------------------------|---------------------------------|----------|-------------------|
| | | | | | Rs. | Rs. | | |
| Bangalore | 190 | 8 | 13 | 83 | 12,021 | 48,631 | 5,498 | 364 |
| Kolar | 101 | 6 | 26 | 87 | 5,497 | 21,041 | 951 | 278 |
| Tumkur | 160 | 6 | 14 | 91 | 6,190 | 18,376 | 1,238 | 300 |
| Mysore | 92 | 18 | 26 | 91 | 6,462 | 31,302 | 1,698 | 329 |
| Hassan | 134 | | 17 | 62 | 2,562 | 7,603 | 508 | 154 |
| Shimoga | 121 | | 14 | 51 | 2,229 | 5,690 | 320 | 77 |
| Kadur | 46 | | 19 | 80 | 4,214 | 12,722 | 503 | 196 |
| Chitaldrug | 74 | | 16 | 58 | 2,649 | 9,116 | 271 | 68 |
| State | 918 | 56 | 17 | 76 | 5,918 | 22,076 | 1,786 | 241 |

The free flow of deposits is stated to have been affected to some extent by the war and the consequent tightness of the money market. The rise in the prices of yarn and the difficulty in securing machinery effected the weavers' industrial societies adversely.

One hundred and eighty-eight societies were registered and the registration of 14 societies was cancelled during the year. There were thus at the end of the year 974 societies. The membership increased from 64,857 in 1915-16 to 74,906 in the year under review and the working capital of all the societies from 44'21 lakhs to Rs. 57'64 lakhs.

4. *Classification of Societies.*—The number of central financing agencies remained the same as in the previous year, *viz.*, 18, but there was an increase of 165 in agricultural and 23 in non-agricultural societies. Of the 23 non-agricultural societies 4 are jaggery manufacturing and rice hulling societies, 3 weavers' societies, 1 society for backward classes, 2 house-building, 3 societies for particular classes of people, 9 co-operative grain banks and 1 Ivory inlayers' society.

The following table shows the classification of societies according to working capital and total transactions:—

| Working capital Rs. 10,000 and above | Working capital Rs. 5,000 to 10,000 | Working capital Rs. 1,000 to 5,000 | Working capital Rs. 500 to 1,000 | Working capital below Rs. 500 |
|--|---|--|--|-------------------------------------|
| Number | Number | Number | Number | Number |
| 110 | 117 | 33 | 20 | 1 |
| Lakhs of Rs. 165.18 | Lakhs of Rs. 27.60 | | | |
| Total | Total | Total | Total | Total |

There has been a steady rise in the number and total transactions of all these classes of societies as compared with the previous year.

With the exception of 114 societies that were newly started 76 are classed as very good, 327 as ordinary and 132 societies as bad. The number of societies classified as ordinary and bad is still considerable. Government consider it desirable that more attention should be paid in the coming years to the proper consolidation of work in the societies already started than to the mere increasing of the number of societies.

Government have again to impress upon the Registrar the necessity for prescribing definite standards of progress for different parts of the State and comparing the results achieved from year to year.

The movement has not spread as rapidly as may be expected in the Mysore, Kolar, Kadur and Chitaldrug Districts. Particular attention has still to be paid to the development of co-operation in the malnad parts of the State and the Government are ready to consider any practical schemes that may be formulated for the amelioration of the backward sections of the malnad population.

5. *Societies for purposes other than Credit.*—Of the 144 non-agricultural societies, 108 were purely credit institutions. There was no increase in the number of stores societies which remained the same as in the previous year, *viz.*, 21. The value of articles purchased and sold by these societies increased from Rs. 1.40 lakhs to Rs. 2.21 lakhs and Rs. 1.80 lakhs to Rs. 2.17 lakhs respectively. These societies are at present confined only to town areas. There is urgent need for the formation of societies to deal with agricultural stores, such as seeds, manure, implements, etc., and Government trust that due attention will be paid to this aspect of the movement and that at least twenty societies will be brought into existence by the end of the current year.

The number of Productive societies increased from 38 to 44 and they are as classified in para 4 above. Two societies were newly organised to help the sandalwood carvers in Sagar and the ivory inlay workers in Mysore City.

The work done by the Productive societies cannot be considered satisfactory. It is gathered from the report that with the exception of the lacquerware society, one lift irrigation society and one or two weavers' societies, the rest are not doing any work. From the point of view of stimulating and increasing the production chiefly from cottage and other industries dependent mainly on manual power, the value of co-operation in improving the financial condition and raising the status of the artisan classes cannot be over-rated. Government regret that no special efforts have been made, as directed in the last year's review, by the Department to develop industrial and agricultural co-operation and expect the Department to show better results during the coming year.

6. *Transactions—*

| Items | Lakhs of rupees in | | Increase in 1916-17 |
|------------------------|--------------------|---------|------------------------|
| | 1916-17 | 1915-16 | |
| | Rs | Rs. | Rs. |
| Total Receipts .. | 109 08 | 83 12 | 31 2% |
| Total Disbursements .. | 165 93 | 82 12 | 29 0% |
| Deposits .. | 17 40 | 11 91 | 46 % |
| Profits .. | 2 68 | 2 17 | ..... |
| Loans issued .. | 58 54 | 50 48 | 16 % |
| Reserve Fund .. | 2 34 | 1 59 | ..... |

The above statement shows that there has been a steady increase under all heads of transactions during the year under review. About 57 per cent of the loans are reported to have been given for productive purposes. The percentage of loans granted for discharging prior debts was 25 as against 36 in the previous year, while loans for marriage and other ceremonies have increased from 4 to 7 per cent. The proportion of loans granted for non-productive purposes still continues to be large and punctuality in repayment much below the standard. The Registrar is requested to see that as far as possible loans are not given by co-operative societies except for productive purpose, or for relieving prior indebtedness and punctual repayment is rigorously enforced. The Registrar brings to notice that a fairly large proportion of total loans issued by societies, up to 39 per cent in the case of certain societies, have been appropriated by the office-bearers of societies. Government believe that this could have been avoided with a certain amount of timely scrutiny on the part of the inspecting staff of the Department. Government trust that as a result of the Registrar's action this tendency on the part of the office members to participate to a disproportionate extent in the loans issued will be checked.

7. *Testing the relief of indebtedness by Co-operative Societies.*—The Registrar refers in his report to the arrangements made by him to ascertain to what extent rural credit societies have succeeded in relieving the indebtedness of their members. The enquiry was by no means scientific or exhaustive and no comment is therefore necessary;

and the conclusion is that so far as the societies examined are concerned, there has been no improvement in the economic condition of the members, their indebtedness remains practically the same as it was some years ago and they are still in the hands of the money lender. The results of the more elaborate enquiry which the Registrar proposes to undertake during the current year will be awaited. There can, however, be no doubt that systematic stock-taking of the material and moral effects of the movement on the people will be of great help in consolidating and stimulating further development.

8. *Central Banking Institutions*.—Both the Bangalore Central Co-operative Bank and the Mysore Provincial Bank were managed efficiently during the year.

Government, however, regret to observe that sufficient attention is not being paid to developing the work of the Federal Banking Unions. Such institutions have been doing good work elsewhere and it should be possible to make the unions effective financing and supervising bodies. Whenever possible they might even be converted into District Banks.

9. *Disputes and Litigation*.—In their last year's review Government, while observing that there was considerable delay in the disposal of suits, directed that information relating to the number of suits decreed but in which the amounts have not been recovered and also the number of suits pending for more than six months and a year respectively be incorporated in the report. Government regret to note that the above information does not find a place in the present report and that the number of suits pending disposal at the end of the year under review was 603 as against 338 in the preceding year. This matter requires greater attention on the part of the Registrar.

10. *Audit and Inspection of Societies*.—It is satisfactory to note that seven Federal Banking Unions inspected the accounts of 91 societies affiliated to them. No information is however available about the number of societies audited by the two Central Banking Institutions.

11. *Co-operative Conferences*.—As usual the sixth Provincial Co-operative Conference was held at Mysore during the Dasara season of 1916. There were also 6 District and 30 Taluk Conferences during the year. Government have since ordered that co-operative conferences should also form part of the Taluk Conferences in future. The Registrar also held a conference of Departmental Officers with a view to take stock of work done and define the lines of future development.

12. *Miscellaneous*.—A manual of important orders of Government relating to the co-operative movement was issued during the year. The Registrar has had an office manual drawn up which is under the consideration of Government. The Kannada manual on co-operation is stated to have been revised but its publication has been withheld pending the amendment of the Co-operative Regulation.

The attention of the Registrar is invited to the remarks of the Government in the last year's review about the training of men in co-operation. He is requested to expedite the submission of the

scheme called for therein for providing facilities for training men in co-operative work in the State.

13. *Programme of future Work.*—Government are glad to observe that the Registrar has indicated in his report the lines on which the future work of the Department should be developed and specified the questions requiring continuous attention. Government trust that with a proper programme of work before it the Department will be able to increase the scope and usefulness of the co-operative movement in the State.

14. *Conclusion.*—Mr. M. A. Narayana Aiyangar, B.A., B.L., who was in charge of the Department as Registrar till July 1917 was transferred as Deputy Commissioner of the Shimoga District and was succeeded by Mr. K. Chandy, B.A., Deputy Commissioner, Tumkur District. Government desire to take this opportunity of placing on record their appreciation of the good work done by Mr. M. A. Narayana Aiyangar in steadily developing the co-operative movement in the State during the long period for which he held the office of Registrar.

G. O. No. 6900-8—I. & C. 135-17-7, dated 16th January 1918.

PUBLIC WORKS.

Road Margins.

INSTRUCTIONS FOR PROPER DEFINITION AND PROTECTION.

With a view to see how the margins of all roads are defined and what precautions are in force for duly protecting them, the existing procedure and rules on the subject were examined and it is observed that:—

- (1) The margins of lands reserved for the roads are defined by the Revenue Survey boundary marks of the adjoining Revenue Survey numbers.
- (2) The rules regarding the extent which should be reserved for the roads are contained in the General Notification No. 73, dated the 19th July 1882 (printed as annexure).
- (3) The Revenue officers in their Jamabandi tours are expected to see that the road boundary marks made by the Survey Department as per Notification noted above are intact and that the village officers attend to this portion of work.
- (4) The officers and subordinates of the Public Works Department should also take notice of and prevent encroachments with the help of the Local Revenue officers.

The attention of all Revenue, Survey and Public Works Officers should be drawn to the rules noted above and arrangements made for due observance of the same.

ANNEXURE.

General Notification No. 73, dated the 19th July 1882.

The following Rules in regard to the margin of lands to be left vacant for public purposes on the sides of high roads are published for general information:—

Dry Crop Land.

1. If there should be only one ditch, the boundary of the adjoining survey number must be fixed at a distance of 20 feet from the outer edge of the ditch.
2. Should there be two ditches, and the outer ditch be more than 20 feet from the inner ditch, then the boundary of the adjoining survey numbers must be fixed at a distance of 4 feet from the outer edge of the outer ditch.
3. Should the distance between the inner and the outer ditch be less than 20 feet, the boundary of the adjoining survey number must be fixed at 20 feet distance from the outer edge of the inner ditch, but on

no account is the boundary of the adjoining survey number to be nearer than 4 feet to the outer ditch.

4. If in any place there should be no ditch at all to the road, then the boundary of the adjoining survey number should be fixed at a distance of 24 feet from the actual edge of the road.

Rice Land.

5. When the road and the rice land are on the same level, the boundary of the adjoining survey number shall be fixed at a distance of 4 feet from the outer edge of the ditch.

6. When the road is elevated above the rice lands, the boundary of the adjoining survey number shall be fixed at a distance of 6 feet from the toe of the embankment. If excavations exist at the side, they must form the limit of the road.

Garden Land.

7. If garden land, which is unoccupied or which being occupied is not cultivated, adjoins the road, the boundary of the adjoining survey number must be made, at a distance of 10 feet from the road. If the garden land is cultivated, the garden edge shall form the boundary of the survey number.

8. If the garden edge shall have been placed so as to encroach upon the original limits of the high road, Measurer shall report the case to the Assistant Superintendent, with a view to the edge being thrown back with the concurrence of the District Deputy Superintendent.

Morum pits or spaces for stacking metal.

9. Convenient spots will be marked off by the Public Works Officers by fixing a stone at the corner of each space. Lists of such places will be given by those officers to the Shanbhog of each village, who should be bound to show them to the Measurer when he comes to measure the village.

G. O. No. 101-21—P. W. 512-32, dated 15th January 1918.

Irrigation Projects.

FORMATION OF PROJECT SUB-DIVISIONS IN THE DISTRICTS.

There are about 1,000 major tanks in the State yet to be restored. As the time of the existing establishment is taken up in carrying out sanctioned works and attending to the maintenance of those already constructed, projects for the unrestored tanks are not prepared as rapidly as circumstances require.

The Chief Engineer for Irrigation has proposed to constitute eight Project Sub-Divisions, one for each Division, for a period of

will be possible to make advances to various classes of estates. The instalments payable from September 1918 onwards will be regulated accordingly so that the total loan sanctioned in any case may not be exceeded. The instalments for June, July and August may be paid at rates not exceeding Rs. 2 per acre per month at the discretion of the Special Officer after proper documents are executed. It will be issued to the party in the first instance with the instalments for June, July and August only filled in. After the application is finally dealt with, the Special Officer will communicate the fact to the party who will be asked to produce the loan order before the Special Officer. The further instalments will then be entered by the Special Officer in the proper cages and the loan order issued in a complete form. In addition to the acknowledgment for each instalment in the proper cage of the loan order, the party will give separate receipts for each instalment to serve as treasury vouchers.

It must be clearly understood that the grant of loans under the scheme now sanctioned does not commit the Government of His Highness the Maharaja to the continuance of such loans in the next and following years.

G. O No. Fl. 6456-8, dated 2nd May 1918.

expenditure on the Krishnarajasagara and allied works which was only Rs. 16,88,458 as against Rs. 24,07,347 in 1915-16.

The year's operations resulted in a net lapse of Rs. 7,05,352 against Rs. 8,48,432 and Rs. 4,90,981 respectively in the two preceding years, the lapse under State Fund Works alone amounting to Rs. 5,83,624. This is attributed to a variety of causes such as scarcity of labour, dearth of good contractors, failure of contractors to keep time, outbreak of epidemics, delay in the payment of compensation and the handing over of acquired lands, the non-recovery of raiyats' contribution, and the early setting in of the monsoon which prevented timely collection of materials for road works. But most of these reasons are more or less of a permanent character and Government are of opinion that, with greater attention to organisation on the part of the officers concerned, a very material reduction might have been effected in the amount of unspent balance. It is very unsatisfactory that not even one-half was spent out of the grant of two lakhs and a half for the restoration of minor tanks.

Krishnarajasagara Works.—The height of the dam was left at 60 feet in the centre or the river bed portion to act as a temporary waste weir during construction, but along portions of the flanks the dam was raised to a height of 90 feet.

With the storage impounded at present, a continuous supply of about 14,000 electric Horse Power to the Kolar Gold Mines can be maintained and the hot weather crops including sugar-cane and other high rated crops can be protected. Some progress was made in the excavation of the right bank low level canal and water was supplied for irrigation from this portion as also from the left bank canal which was practically completed last year. The detailed surveys for the high level canal were in progress and estimates were under preparation.

In January 1917 the block system of irrigation was introduced under the Virjanadi, Devarai, Chickdevarayasagar and Ramaswami channels, but as certain representations were received regarding the additional water rate charged, a Committee was appointed to enquire into the matter and its report is awaited.

Irrigation Works.—It is stated that, as a result of the experimental measures adopted for the scientific regulation and economical distribution of water in the case of eight tanks, an impetus was given to sugar-cane cultivation under the tanks. Government are very particular that the scientific regulation of water should be developed very rapidly wherever circumstances permit and that the leading cultivators should be trained in the correct methods of regulation to be able to effectively manage irrigation works themselves.

It is reported that thirty-three irrigation works sustained damage on account of heavy rainfall.

Satisfactory progress was made in improving and extending the Hemagiri and Mandagere channels and in opening out a right bank channel from the Chamaraja Anicut.

The progress made during the year on several irrigation works under construction, such as, the restoration of the Bolappanahalli tank, (Closepet Sub-Taluk) and the Timmanaikanahalli Agrahar tank, (Sidlaghatta Taluk) is not considered satisfactory.

Civil Works.—University Buildings at Mysore. The most important building works in progress during the year were the construction of the University Buildings at Mysore consisting of (1) Lecture Halls, (2) Students' Union, (3) Students' Hostel, (4) Cricket Pavilion and (5) The improvement of the Jubilee Institute. Though the work was started so late as in October, considerable progress was made during the year.

Communications.—The amount spent on roads during the year was Rs. 5,47,649 as against Rs. 5,71,983 in 1915-16.

Three arches of the bridge under construction across the Bhrugu river collapsed and one of the piers was damaged on account of extraordinary floods in the river and the sum spent on this work, which has not yet reached completion is Rs. 47,555 though the sanctioned estimate was only Rs. 39,539.

Good progress was made on the work of constructing a bridge across the Tungabhadra at Honnali, Shimoga District.

The works relating to the supply of water to the towns of Davangere and Nanjangud were completed and opened for service during the year under review.

A sum of Rs. 1,17,344 was spent in providing an improved supply of water specially to high level areas and laying pipes for watering certain roads in Mysore City.

It is to be regretted that suitable arrangements could not have been made to meet the demand for the water-supply of Bangalore City from the existing plant itself. It is hoped that effectual steps have been taken to remedy this state of affairs, without further loss of time.

Establishment.—The charges on account of establishment amounted to Rs. 10,63,900, the proportion which they bear to the total expenditure under all funds being nearly 20 per cent.

RAILWAYS.

State Railway Department.

GOVERNMENT REVIEW ON THE ANNUAL REPORT FOR 1916-17.

Personnel.—Owing to the absence of Rao Bahadur Mr. K. Krishna Iyengar, Agent and Secretary to Government for Railways, on combined leave, Mr. D. G. Dani was appointed to act for him. Mr. G. Richards, Consulting Engineer for the State Railways, was recalled by the Government of India and reverted to the service of that Government. Mr. K. Ananthacharya, Executive Engineer, was appointed Officiating Superintending Engineer, Construction and Open Lines.

Railway Committee.—The Committee appointed to advise Government in matters relating to the Railway administration met six times during the year and dealt with nine important subjects and passed resolutions on them.

State Lines worked by the Madras and Southern Mahratta Railway Co.—The length of the State Railway lines worked by the Madras and Southern Mahratta Railway Co., was 411·23 miles, which is practically the same as in the previous year. The percentage of net earnings on the total capital outlay of Rs. 2,57,40,129 rose from 7·06 in 1915-16 to 7·35 in the year under report.

The gross earnings during the year on these lines amounted to Rs. 39,46,619 and the working expenses to Rs. 20,54,128. The percentage of working expenses on the gross earnings of the year was 52·05 against 52·20 in the previous year. The net profit to the State during the year amounted to Rs. 7,17,832 against Rs. 6,35,141 in 1915-16.

Lines worked by the State.—The total length of the lines worked by the State increased from 68·69 miles in 1915-16 to 125·35 miles during the year.

The gross earnings during the year on these lines amounted to Rs. 1,96,796 and the working expenses to Rs. 1,81,337. The percentage of working expenses on gross earnings was 92·14. The net earnings during the year amounted to Rs. 15,459 as against Rs. 46,729 in the previous year, giving a percentage on the total capital outlay of 35 as against 27·77 in 1915-16. Government recognise that low returns and sometimes losses are inevitable at the commencement. The Agent should however be requested to make a special investigation regarding the abnormally high working expenses with the assistance of the Financial Department and watch and see that individual lines are managed as economically as possible.

Kolar District Railways.—The section from Chintamani to Chikballapur was opened for all classes of traffic in November 1916. The capital expenditure for the year on these Railways amounted to

Rs. 1,76,528. The percentage of working expenses on gross earnings was 77·57 against 60·96 in 1915-16. The total length of the line opened was 63·51 miles.

Bangalore-Chikballapur Railway.—The section from Yesvanthapur to Yelahanka was opened for all classes of traffic in February 1917. It is reported that the work on the Bangalore-Yesvanthapur section made good progress during the year and that this section is expected to be opened in the middle of 1917-18. The capital expenditure on this line during the year was Rs. 1,98,043 and the gross earnings Rs. 68,913. The percentage of working expenses on earnings stood at 72·75.

The Mysore-Arsikere Railway.—The construction of this line was completed during the year. The capital expenditure on the line during the year was Rs. 15,18,058 bringing the total outlay to Rs. 72,56,804.

Tarikere-Narasimharajapura Tramway.—The Lakvalli-Narasimharajapura section of this line was opened for all classes of traffic in May 1917. The Tarikere-Lakvalli section which had been temporarily closed for traffic during the previous year was reopened for traffic in May 1917 after the necessary improvements had been effected.

Surveys under Investigation.—(i) Estimates for the extension of Birur-Shimoga Railway from Shimoga to Arasalu were prepared during the year. The survey of the section beyond Arasalu in the direction of Bhatkal was in progress.

(ii) The surveys of the following lines were completed during the year:—

(1) Mysore-Coorg Railway.

(2) Tumkur-Sira Railway.

(4) Chikagrahar-Narasimharajapura-Benkipur Forest Tramway.

(4) Kemmangundi-Benkipur Forest Tramway.

(iii) The surveys of Nanjangud-Kankankote Railway and Narasimharajapura-Sringeri Tramway were completed in part.

(iv) Estimates for the construction of a Tramway from Thadasa to Hebbe were got ready during the year.

Accidents.—There were on the State lines 32 accidents to persons, 173 to cattle, 17 other minor accidents and 28 derailments.

General.—It is noted, that in view of the decision of Government arrived at during the year that a continuous policy of railways development should be pursued in the State till all the lines required are constructed, it is proposed to provide in the future annual budget estimates a sum ranging from 15 to 20 lakhs of rupees till the entire programme is gone through.

The administration of the Department was on the whole satisfactory.

G. O. No. G. 12028-9—G. M. 337-17-5, dated 2nd March 1918.

GEOLOGY AND MINING.

Department of Geology.

GOVERNMENT REVIEW ON THE ANNUAL REPORT FOR 1916-17.

Dr. W. F. Smeeth, M.A., D. SC., Director, Department of Mines and Geology, having proceeded on combined leave for fifteen months from 16th October 1916, Mr. B. Jayaram, F.G.S., Senior Geologist, was placed in charge of the Office of the Director.

2. As there were certain instances of licensees carrying on prospecting operations on lands outside the areas comprised in their licenses, a temporary staff was sanctioned for a period of two years to make a preliminary survey and demarcation.

3. *Mining and Prospecting*.—The number of prospecting licenses current during the year was 67 as against 54 in the previous year, the increase being mostly due to the renewed activities in respect of Manganese, Chrome and Kaolin.

4. There were also evidences of activity during the year in connection with antimony, galena and ochres.

5. Prospecting for gold has been at a standstill and this will probably continue until normal conditions are restored. There was absolutely no demand for corundum and the industry was practically suspended during the year.

6. The total area held under mining leases and prospecting licenses during 1916-17 was 74,363 acres and the rent, fees, etc., due thereunder amounted to Rs. 17,535.

Prospecting and Economic Enquiries.

7. *Chrome*.—Owing to the rise in price and the increased demand for chrome ore for munitions purposes, prospecting for this mineral received greater attention during the year under review than usual.

8. *Bauxite*.—Further prospecting for bauxite was carried on during the year round the Kemmangudi valley in the Kadur District with a view to ascertain whether the mineral occurs in sufficient quantities and is pure enough to serve as an ore for aluminium manufacture.

9. *Limestone*.—A preliminary examination was also made of the deposit of limestone near Kankanhalli in the Bangalore District which is reported to be of superior quality, but confined to a very small area, not easy of access, in the bed of the river Arkavati.

10. *Kaolin*.—This mineral in its crude form was used with satisfactory results in the manufacture of fire bricks, and the results of the experiments that were made to find out its suitability for the manufacture of porcelain articles, distempers, paints, etc., are said to be

encouraging. There is a great demand for this mineral and work was going on vigorously in the blocks near Gollahalli and Dodbele in the Bangalore District. In the former block, 420 tons of crude material were extracted and out of this quantity, 91 and odd tons were removed to the Bangalore Factory for purposes of local manufacture.

11. *Asbestos*.—There was only one license for asbestos current during the year and it was over a block near Kabbur in the Hole-Narsipur Taluk. The quantity extracted and sold was 7 tons and $17\frac{3}{4}$ cwts. and the royalty paid was Rs. 8-15-2.

Experimental tests were carried out at the Sandalwood Oil Factory, Bangalore, with the asbestos obtained from this block and it is gratifying to note that the mineral was used with success as an insulator and for steam pipe covering. The Indian Munitions Board are anxious to develop the asbestos industry which seems to admit of development and Messrs. Oakes & Co., Madras, have, at their instance, undertaken to carry on the necessary investigations.

12. *Ochres*.—Several localities were examined for ochres. A number of deposits which are expected to yield good ochres for paints were located and samples of different varieties have been obtained for experimental purposes.

13. *Graphite*.—A deposit of graphite was discovered by Mr. Louis Stromeyer near Gannacharpur village in the Bowringpet Taluk and it is proposed to carry on investigations departmentally for which a sum of Rs. 1,500 has been sanctioned.

14. *Other enquiries*.—Questions regarding the value of minerals and rocks, such as white quartz in crystal form, corundum and soapstone, electrolytic alkali and bleach, graphitic material for paint industry, sulphuric acid, epsom salts, etc., also engaged the attention of the Department.

15. *Geological Museum*.—Mr. A. M. Sen, Assistant Geologist, continued to be in charge of the Museum during the year.

16. The collection of representative samples of ores and minerals of economic importance were considerably enlarged and labelled and much valuable information was collected regarding the occurrence of minerals, their character, uses and methods of treatment.

17. Government are pleased to record that the work of the Department was on the whole satisfactory, but there is scope for greater activity in the direction of investigating the further possibilities of mining industries and exploration of minerals on a larger commercial scale.

G. O. No. G. 9577-8—Geol. 30-17-3, dated 15th January 1918.

LOCAL SELF GOVERNMENT.

District Fund Administration Reports for 1916-17.

GOVERNMENT REVIEW.

There was a delay of three weeks in the submission of Bangalore District Report and almost all the other reports were received in time, *i.e.*, by the 1st October 1917. As the report of each District Board has been separately reviewed, Government propose to review in this Order the progress made collectively during the year 1916-17.

2. *Development of Local Self-Government.*—The recommendations of the two Committees appointed to consider question of the constitution and powers of Local Bodies and of their finances, together with the suggestions of the Local Boards and Municipal Conference of 1915, were considered and orders were issued during the year laying down the policy of Government in regard to these matters. Legislative action has been since taken to amend the existing Local Boards Regulation with a view to give effect to the reforms accepted by Government in their Order dated 16th November 1916. It is hoped to bring the amending Regulation into force before the close of the official year.

The Rules under the Local Boards Regulation were revised so as to raise the number of elective seats on the Taluk and District Boards and rules were framed for the election of Vice-Presidents for District Boards. A further revision of the rules is engaging the consideration of Government with a view to their conforming to the provisions of the new Regulation.

3. *Constitution and working of Local Boards.*—In addition to the Kolar Gold Fields Sanitary Board, there were, as in the previous year, eight District Boards and seventy-seven Taluk Boards, but the number of Union Panchayets rose from 260 to 264 as a result of the establishment of four new Panchayets in the Tumkur District. The average attendance at the meetings of the Kolar Gold Fields Sanitary Board was practically the same as in the previous year (80 per cent), while that at the meetings of the other Boards showed a decrease, the percentage to the total strength being 74 and 65 at the meetings of the District Boards and the Union Panchayets against 76 and 70, respectively, in the previous year. Though there was a slight improvement in the attendance of members at the meetings of Taluk Boards, from 54 to 60 per cent, the percentage of attendance of officials did not show any improvement in spite of the observation made in this respect in previous years' reviews. The necessity of regular attendance at these meetings should be clearly impressed on the official members, who should co-operate fully in the work of the Local Boards.

4. *Audit of Accounts and Finance Committees.*—Detailed rules were laid down during the year for the guidance of the Finance Committees to regularise and systematise their audit of the District Fund accounts every month. In spite of this, none of the Committees except that of Chitaldrug took sufficient interest in conducting the audit regularly every month. This is not satisfactory. The liability of the members under Section 36 of the Local Boards Regulation for any loss, waste or misappropriation of District Fund money or property should be specially impressed on the District Boards and they should be advised to take suitable measures for the regular and prompt scrutiny of the accounts. The audit of the accounts of 1915-16 by the Local Audit staff of the Comptroller's Office did not disclose any grave irregularities. Omission to make necessary entries in the registers to prevent double claims, non-reconciliation of Pass Book balances with the monthly cash accounts balances and long delay in the payment of pound commission charges and in recoupment of imprests were the principal defects noticed during the audit. There was no improvement in the keeping of the accounts, and the disposal of the audit notes and objections in all the districts except Kolar was very dilatory. Objections raised in audit should receive prompt attention and the preparation of the accounts by the office staff should be carefully scrutinised.

5. *Financial Position.*—The income and expenditure of the year compare with those of the previous year as shown in the following statement :—

| Items | | | 1916-17 | 1915-16 |
|--------------|--|-----|-----------|-----------|
| RECEIPTS. | | | Rs. | Rs. |
| 1. | Allotment from Local Cess | ... | 5,67,248 | 5,51,766 |
| 2. | Railway Cess | ... | 1,78,697 | 1,09,132 |
| 3. | House, Shop and Mohatarfa taxes | ... | 1,43,345 | 1,20,234 |
| 4. | Tolls | ... | 45,414 | 41,225 |
| 5. | Ferries | ... | 3,607 | 6,783 |
| 6. | Markets | ... | 55,907 | 58,189 |
| 7. | Accommodation to travellers | ... | 3,723 | 3,263 |
| 8. | Fines under Village Sanitation Rules | ... | 988 | 649 |
| 9. | Interest on investments | ... | 1 | 10,010 |
| 10. | Contributions | ... | 48,836 | 70,150 |
| 11. | Deposits | ... | 46,785 | 51,962 |
| 12. | Drinking Water Wells Fund | ... | 2,30,058 | 1,72,551 |
| 13. | Other items | ... | 92,109 | 95,524 |
| EXPENDITURE. | | | | |
| Total | | | 14,23,718 | 12,71,453 |
| 1. | Public Works executed by Public Works Department | ... | 4,17,556 | 4,21,490 |
| 2. | Public Works executed by Civil Department | ... | 1,61,750 | 1,61,219 |
| 3. | Administration and Collection | ... | 71,947 | 58,585 |
| 4. | Conservancy and Sanitation | ... | 1,22,746 | 1,18,252 |
| 5. | Medical Relief | ... | 97,775 | 98,398 |
| 6. | Accommodation for travellers | ... | 27,379 | 27,194 |
| 7. | Railway Construction | ... | 6,556 | 1,49,705 |
| 8. | Interest on loan | ... | ... | 19,323 |
| 9. | Deposits | ... | 33,138 | 27,769 |
| 10. | Drinking Water Wells Fund | ... | 79,017 | 71,061 |
| 11. | Investments | ... | 72,815 | ..... |
| 12. | Adjustment of Railway Loan collections erroneously credited in the accounts of 1914-15 | ... | ... | 2,36,423 |
| 13. | Other items | ... | 51,926 | 36,721 |
| Total | | | 11,42,605 | 14,26,145 |

The increase under receipts was mainly due to better collection of Local cess, to the levy of shop tax in Unions and of Railway cess newly in the Shimoga and Kadar Districts, and to the adjustment of the Government grant for rural water-supply due to the Bangalore District for 1915-16. The decrease under expenditure was only nominal and is due partly to the absence of adjustments of Railway Loan collections as in the previous year and partly to the partial adjustment of the expenditure on account of Railway construction in the accounts of the Kolar District Board. Out of the investment of Rs. 20,000 by the Kolar Gold Fields Sanitary Board in the Mysore Bank, War Loan Bonds of 1920 worth Rs. 10,000 were purchased. In the Tumkur District Board Accounts a sum of Rs. 52,815 out of their Railway cess collections is charged as an investment. The President is requested to report where and under what authority the investment has been made.

Demand, Collection and Balance.—Out of the current demand of Rs. 1,42,395 under house and shop taxes in Unions, only a sum of Rs. 83,909 or 58 per cent was collected, while out of the arrears of previous years' arrears amounting to Rs. 1,10,212, 52 per cent was left uncollected. The arrears were very heavy in the Bangalore, Mysore and Shimoga Districts. The arrears under tolls in Hassan and under ferries in the Shimoga and Hassan Districts also continued to be heavy. In spite of the observations made by Government in this connection in the reviews of previous years, requesting the Presidents of District Boards to bestow greater attention to collection work, it is unsatisfactory to note that no attempt has been made to reduce the arrears even under the main item of revenue requiring the attention of the collection staff of local boards. The efficient administration of local bodies depends on their sound financial condition and Government desire that special measures should be promptly taken by the Presidents of District Boards to deal with all cases of arrears which at present encumber the accounts and to ensure timely collection of the current demand.

Public Works.—The outlay incurred on public works executed by the Public Works Department was, as usual, mainly on the repairs of roads. The expenditure on public works in the Unions was Rs 39,479 or 33 per cent of that incurred by the District Board in the Civil Department. The condition of roads in the Bangalore and Kadar Districts is reported to have been not very satisfactory, but it is hoped that the Boards concerned will be able to improve the condition of the roads by increasing the mileage allotment to them, as under the Local Self-Government Scheme additional revenue has accrued to them. The lapses under Public Works, except wells in the Civil Department were very heavy and ranged from 18 per cent in the Kolar District to 73 per cent in the Bangalore District. The explanations furnished for these lapses which could have been avoided to some extent, are not quite satisfactory. The instructions contained in Government Order No. 9231-52—L. B. 249-14-1, dated 22nd May 1915, and in para 5 of the general Review on the District Fund Administration Reports for the year 1915-16 should be strictly followed.

Rural Water-Supply.—The income and expenditure under the Drinking Water Wells Fund amounted to Rs. 2,30,058 and Rs. 79,017 against Rs. 1,72,551 and Rs. 71,061, respectively, in the previous year. Nine hundred and sixty-nine wells were in progress at the close of the year and 208 wells were completed during the year. Paucity of skilled labour and want of suitable boring plant retarded progress in the execution of the wells. The progress made under the Rural Water-Supply Scheme during the past three years has been reviewed separately in Government Order No. 3027-45—L. B. 83-16-40, dated 30th November 1917. The progress reported under the scheme has not been commensurate with the various facilities sanctioned by Government from time to time. A large portion of the allotment has been allowed to remain unexpended. Government hope that the local officers will pay sufficient attention to this important matter to ensure satisfactory progress in future and employ the special establishment sanctioned for the purpose fully.

Railways.—The extension of the Kolar District Board Railway from Kolar to Chikballapur was completed and the entire line opened for traffic in November 1916. Action was taken by the Chitaldrug District Board to raise a loan of Rs. 9 lakhs to finance a railway line from Chikjajur to Chitaldrug. The Government have since sanctioned the construction of the line and agreed to contribute a moiety of the capital cost.

Medical Relief.—Two new dispensaries were opened at Anavatti Santebennur in the Shimoga District. 12,90,981 patients were treated in the Local Fund Dispensaries subsidised in part from the District Funds against 11,20,108 patients in the previous year. The increase in the number of patients was chiefly in the Bangalore, Chitaldrug, Hassan and Mysore Districts and has not been explained in the reports. In the Kankanhalli Dispensary there has been an abnormal increase from 11,624 to 44,410 in the number of patients treated. The President is requested to investigate the cause of the abnormal increase and report the same to Government through the Senior Surgeon.

Vital Statistics.—The deaths registered during the year increased from 77,071 to 88,963 chiefly on account of the prevalence of plague in almost all the districts and on account of cholera in the Mysore District. 102,714 births were registered against 10,068 in the previous year.

Conservancy and Sanitation.—Rupees 1,22,746 were spent on conservancy and sanitation against Rs. 1,18,252 in the previous year. The Village Sanitation Rules were newly introduced into 473 villages during the year and there were at the end of the year 1,397 villages into which the rules had still to be introduced according to the standing orders. The Presidents should take early action in the matter.

On the Kolar Gold Fields 35 persons were convicted out of 109 persons prosecuted for the breach of Sanitary Bye-laws. In the area under the control of the District Boards 654 persons were prosecuted for the breach of the Village Sanitation Rules, and of these 310 were convicted. The reports do not contain information regarding the action taken to set right the defects noticed in the notes of inspection

by the Officers of the Sanitary Department. The Presidents are requested to see that a para is devoted to this subject in the reports in future.

General.—Orders have been passed recently revising the establishments for the Offices of the Presidents of District Boards. Separate establishments for the Taluk Board Offices are also being sanctioned. The facilities thus afforded will, it is hoped, result in an appreciable improvement in the nature of work done in these offices. The general Administration of several District Boards leaves much room for improvement, especially in respect of collection of revenue and execution of works, and Government trust that in view of large powers and responsibilities that will devolve on the Local Boards under the Local Self-Government Scheme, the several members of these bodies, both official and non-official will show more initiative and take an active interest towards the speedy development and more efficient working of these bodies.

G. O. No. 4319-33—L. B. 43-17-32, dated 2nd February 1918.

MISCELLANEOUS.

Civic and Social Progress Association.

GOVERNMENT AID.

The Civic and Social Progress Association, Mysore, was started in October 1916 on the initiative of a few earnest workers with the object of advancing the cause of civic and social progress in the State by wide propaganda work. The Association has its headquarters at Mysore and His Highness the Yuvaraja is the President.

During the short period it has been in existence, the Association has done some amount of useful work, necessarily of a tentative and preparatory character, and a Social Conference, the first of its kind in the State, met under its auspices in June 1917 at Mysore. The activities of the Association are at present confined to the cities of Bangalore and Mysore, but it is proposed gradually to extend operations to other centres and some local Associations have already been formed with this object in a few mofussil towns.

Though thus a beginning has been made, the work has not proceeded as rapidly as might be desired owing to lack of funds and a trained and serviceable staff. The Association requests that the services of an officer of Government may be placed at its disposal and that an initial grant of Rs. 5,000 as well as a recurring monthly grant of Rs. 200 may be made, in order to enable the Association to carry on its activities.

In view of the importance of the work of the Association and the need for some support at the beginning, Government are pleased to lend the services of Mr. M. Rama Rao, Acting Assistant Commissioner to the Association for a period of one year, to act as Secretary and bring the work of the Association into an efficient condition. Mr. Rama Rao will draw his grade pay as Acting Assistant Commissioner and a local allowance of Rs. 75 per mensem as well as travelling allowance at the usual rates. The pay and allowances will be borne by Government as a special case. Government are also pleased to sanction a monthly grant of Rs. 200 to the Association for a period of one year, as well as a non-recurring grant of Rs. 5,000 for initial expenses connected with the work.

The duties of Mr. Rama Rao should be defined with the approval of Government and he should be asked to submit a report of his work every month to the Chief Secretary to Government, by whom also his travelling allowance bills will be countersigned. Copies of the proceedings of the Association and an extract of its budget and monthly accounts should be regularly submitted to Government.

G. O. No. 1506-9—E. A. G. 219-17, dated 2nd March 1918.

PART II.

Books, Pamphlets, etc., issued by Government Departments (Mysore.)

The Mysore Police Manual.

The Manual is a digest of the various orders and circulars issued from time to time regarding the duties and procedure of Police Officers. It is issued in two volumes, the first containing the rules of the Department and the second the appendices and forms. The compilation meets a long felt want of the Police Department. It may also be of use to magistrates and members of the bar as a book of reference on matters of police procedure. (Price Rs. 1-4-0 per volume.)

The Mysore Forest Manual.

The scope of the Manual is thus explained in the preface :—

The more important legal enactments and the rules and orders bearing on Forest Administration in Mysore are compiled in this volume.

Part I.—The first part contains the Mysore Forest Regulation, the Mysore Game and Fish Preservation Regulation and Madras Act, I of 1873, as extended to Mysore.

Part II.—The rules and departmental orders issued by Government from time to time appear in Part II. The arrangement of this part of the Manual follows, in the main, the sequence of the Forest Regulation. The statutory basis of the rules and notifications is briefly explained in the notes appearing at the beginning of each chapter.

This Manual should be regarded as a supplement to the Mysore Forest Code. The Code deals with the organization and internal economy of Forest Department, while the Manual contains the laws and orders which the department administers, and which to some extent affect the public as well. (Price Re. 1.)

The Mysore Village Manual.

This Manual was compiled by Mr. K. Srinivasa Rao, Retired Deputy Commissioner, and is now issued under the authority of Government after revision.

The Manual aims at describing in a concise and classified form the powers and duties of village officers in all departments and in their relations with the public. The provisions on this subject are now scattered in the number of Regulations, Rules framed under them and Standing Orders of Government. The tabular statement of authorities will indicate the sources for each chapter. Matters not provided for in the existing rules have been suitably dealt with and on these points, village officers will be guided by this Manual.

The principles on which the Manual has been compiled are as follows:—

(a) That it should deal primarily with the functions, rights and duties of village officers. Part I, accordingly deals with these matters and Part II contains the Village Accounts and other forms referred to in the first part.

(b) That where for the proper exercise of these functions and discharge of their duties a knowledge of other laws and rules is required, a brief reference has been made to them instead of reproducing them *verbatim* in the text of this Manual, except in the case of a few important Regulations and Rules which are quoted in full for facility of reference and guidance. (Price Rs. 1-4-0).

The Cultivation of the Areca Palm in Mysore.

This Bulletin on Arecanut cultivation, published by Dr. Coleman, Director, is the first of a series in which it is proposed to discuss the present position and future possibilities of the more important crops of the State. The information regarding the area, outturn, etc., contained in it is as accurate as it is possible to collect and can be relied on in preparing future estimates. The cultivation of the areca palm and the diseases which generally arrest its progress are explained at some length. The publication is illustrated.

Meteorology in Mysore for 1916.

The 24th annual report on Meteorology in Mysore for 1916 has been published. It gives the daily means of the various meteorological elements recorded in Bangalore: as also the daily 8 hours' observations taken at the three third class stations of Mysore, Hassan and Chitaldrug together with the monthly means.

Report on Rainfall Registration in Mysore for 1916.

The Government review which deals with the more important statistics contained in the report is reproduced below for information.

"The average rainfall during the year under report was 47·79 inches as against 39·65 inches during 1915, and 47·94 inches, the average of the previous 46 years (1870 to 1915).

During the year, one Raingauge Station at Hullukunte in the Bangalore District was closed. Out of the remaining 224 stations, 213 or 95 per cent were inspected, as against 203 or 90 per cent during the previous year. Government are glad to note that there was a distinct improvement in the inspection work in all the districts except Tumkur, where no less than 7 out of 40 stations, remained uninspected. The Amildars have also been recently authorized to inspect the stations in their taluks and with this addition to the inspecting staff, Government hope that in future no station will remain uninspected in any year."

Publications of the Agricultural Committee, Economic Conference.

English series.

No. 2 of 1917-18—Watering crops—Compiled by the Irrigation Department.

No. 3 of 1917-18—Digging wells—Compiled by the Irrigation Department.

No. 4 of 1917-18—The method of tank repairs—Compiled by the Irrigation Department.

Kannada series.

No. 5 of 1917-18—Cultivation of Tobacco in Bettadapur—By Mr. C. H. Rama Rao, Horticultural Sub-Inspector, Mysore District.

No. 6 of 1917-18—Improved method of Sheep-breeding—By Mr. R. Putta Raju, Sheep Farm Manager.

No. 7 of 1917-18—Notes on miscellaneous subjects.

*PART III—Extracts.***AGRICULTURE.****Progress of Agriculture in India during 1916-17.**

EXTRACTS FROM THE REPORT OF THE AGRICULTURAL ADVISER
TO THE GOVERNMENT OF INDIA.

Demonstration.

Demonstration plays an important part in the activities of the Agricultural Department. When once an improved agricultural process or improved variety has been worked out and thoroughly tested, it is brought to the notice of cultivators by means of printed leaflets, demonstrations on Government farms, or on cultivators' own fields, or through the agency of agricultural associations, co-operative societies, large land-holders, planters and the like. There is great room for development of this form of instruction in India as the cultivators are usually stay-at-home people and rather unprogressive in their habits. It is, however, necessary to bear in mind that thorough experimental and research work must precede demonstration. The suitability of any so-called improvement evolved must be thoroughly tested in the district in which it is proposed to introduce it. Further, the margin of profit resulting from the improvement demonstrated should be sufficiently marked to encourage the cultivators to adopt it. Again the demonstrating staff should have acquired sufficient practical experience to be able to adapt its operations to the varying features of particular localities. Both demonstration farms and demonstrations in the field of cultivators have their special merits. On the one hand there are some processes, such as ridge and furrow cultivation, which can be demonstrated on the farm of an intelligent cultivator; on the other, the cumulative effects of good tillage and proper rotations can best be demonstrated on a departmental farm. Agricultural shows are useful in a way as they excite interest but need to be followed up by more detailed work. Agricultural associations can do much if the members take a real interest in the work.

It should, however, be noted that the essence of successful demonstrations lies in their distribution over the widest possible area and that demonstrations are essentially temporary. A considerable step forward in the direction of demonstrations will have been taken when a district farm is opened in each district, where cultivators may have an opportunity of seeing improved methods in actual working and improved types of crops in the fields, and where departmental officers

would be easily accessible for assistance and advice to co-operative societies and cultivators. Such a district farm should also serve as a centre for seed distribution, storing of implements, etc. In some provinces, *e.g.*, the United Provinces, District Boards are giving assistance in this matter. These District Board farms are actually staffed and managed by the Department though various arrangements are entered into with District Boards regarding up-keep. While these District farms are of considerable value, it has been found that, whenever a particular variety of crop is to be put over a large area, most speedy success is obtained by working through the medium of selected agriculturists, as the cultivator in India pays more attention to the experience of his neighbour than to anything else. In the case of wealthier landlords or cultivators no special inducement to take up a new variety or crop is ordinarily required. But in the case of the poorer cultivators guaranteeing them against loss or buying in the crop at slightly above the market rates is required. Difficulties, however, arise when a variety has proved a marked success. In order that no adulteration may take place, an organisation has usually to be built up by the Department for the supply of improved seed and maintenance of its purity and with a view to ensure adequate prices to the cultivators for the improved quality of their produce, auction sales have to be arranged until such time as the trade or some other agency is prepared to take up the matter.

In addition to good seed, the farmer also requires manure, an assured water-supply, good implements and cattle. The departments are bringing to the notice of the cultivators the use of various manures for the different crops. Progress in this direction is likely to be facilitated by the larger use of co-operation and some elasticity in the *takavi* rules. Similarly the sale of improved agricultural implements recommended by the Department is likely to be greatly accelerated if cheap capital be made available to the raiyats or a hire-purchase system introduced and arrangements made for stocking the spare parts and for repairs at convenient centres.

With these preliminary remarks we may now review the progress in demonstration in the various provinces.

Bombay.—In this Presidency there are no demonstration farms properly so called though the experimental farms incidentally serve for demonstrations of various forms. There are three Divisional Inspectors of Agriculture and a staff of district overseers, part of whose duty it is to give demonstrations in the fields of cultivators. The use of improved implements is being popularized by opening local implement depots where these can be bought or hired and where parts are stocked. Some of these are managed by private individuals and by co-operative societies, and the Department gladly passes on the work to such, where suitable persons or societies can be found to undertake it. The sales of improved implements through the Department came to about one lakh of rupees during the year under report.

Madras.—There is an Inspector of Agriculture with three field-men for each district in this Presidency and instead of going in for

special demonstration farms, results obtained on the Government farms are demonstrated on cultivators' plots. These are controlled by the staff of inspectors and fieldmen. Special demonstrations are also held at agricultural stations and at fairs and festivals.

A scheme for encouraging agricultural associations, co-operative societies and individuals to maintain good breeding bulls by paying them Rs. 100 per annum towards the maintenance of the bull on condition that certain conditions were observed was sanctioned during the year and advertised in the districts. Lack of adequate staff in the district makes it difficult for the Department to keep in close touch with all the co-operative societies and agricultural associations but real progress is being made. The useless district associations have mostly been eliminated, and the tendency is to form village associations or agricultural co-operative societies which take up definite lines of work with the advice of the department.

Bihar & Orissa.—The Department has now got into close touch with the co-operative credit societies and central banks and most of the Agricultural Inspectors have been trained in co-operative principles. Agricultural Associations have in a large majority of cases failed to form a connecting link between the Department and the actual cultivators, and hence co-operative societies are preferred. In addition to working through these organized agencies, the Inspectors undertook demonstrations of tested improvements in methods, implements and seed on the cultivators' own land with the help of *Kamdars*. Fourteen agricultural shows and fairs were held and an agricultural museum and library has been established at Muzafferpur.

Punjab.—District Boards are becoming increasingly interested in agricultural work. And this tendency is being considerably encouraged by the willingness of the Punjab Government to pay (out of the wheat profits grant) in selected districts the initial expenditure of a demonstration farm of (say) 50 acres on condition that the District Board engages an agricultural assistant (he is seconded from Government service) to supervise the farm and also the agricultural work of the district. The District Board is responsible for recurring expenditure (of all kinds) on its agricultural work, Government only defraying the initial expenditure. The entire management of the farm and the control of the agricultural assistant is, however, under the Agricultural Department. These Local Boards are also showing willingness to help the Department in the purchase and distribution of good seed.

Assam.—In this province there are no demonstration farms and all the demonstrations are done on the cultivators' fields. Honorary correspondents or associates occasionally give useful assistance to the Department in this matter. Very fair success has been achieved in the introduction of improved varieties of sugarcane and potatoes, iron cane mills and the use of bone-meal and other manures for paddy.

Mysore.—In this State, the demonstration staff consists of one Agricultural Inspector and three fieldmen for each district and these are being added to. Each Agricultural Inspector has an office at district headquarters to which is attached an implement depot, a manure depot and a seed store. The Department purchases manures in

large quantities and sells them on deferred payment, the cost being recovered at the end of a year, interest being charged at 6 per cent. During the year, manures (principally oil-cake) to the value of about Rs. 15,000 were sold under this arrangement, chiefly for use on sugarcane. One hundred and seventy-five thousand sets chiefly of Red Mauritius canes were distributed and improved methods of jaggory manufacture demonstrated. The economical transplanting of rice is also being pushed. The sales of implements are conducted not only in cash but also on three months' credit and on the hire-purchase system. The Department is in touch with the cultivators and every year more and more agricultural improvements are brought to the notice of the raiyats.

Travancore.—The use of manures especially oil-cakes and fish manure for rice and cocoanut is increasing. The Department sold about Rs. 14,000 worth of these manures. Besides this the raiyats purchased direct to the value of Rs. 26,000. The demand for light iron ploughs of the Meston type is also increasing, 50 having been sold by the Department during the year.

Agricultural Co-operation.

The spread of agricultural movement in India is bound up with co-operation to such a great extent that the ever increasing scope and popularity of Co-operative societies is an infallible indication of the spread of agricultural improvement. By means of these societies, cheap capital is being made available for the cultivators' current needs. Implements, manures and seeds are being distributed through their agency and organized bodies of cultivators are being created who are more easily and successfully approached than isolated individuals. In many cases through their instrumentality the benefits of cattle inoculation have at last reached cultivators who have, hitherto, from religious or other reasons, refrained from taking advantage of them and in short it may confidently be said that co-operation and agriculture working hand-in-hand have the field of all India open to them and the regeneration of a great portion of Agricultural India will be due to their work.

Co-operative Credit Societies in some parts stock improved implements and hire them to their members, but, while these societies are rendering great help to the cause of agricultural development in this country, it is with forms of co-operation other than credit that we are principally concerned here and we proceed to review the progress made during the year in these forms of co-operation.

Bombay.—In this Presidency, the eyes of agriculturists are no longer directed exclusively to the credit side of the co-operative movement and co-operation has many ramifications as no less than 42 societies have been formed for the purchase of oil-cake, implements, manure, bulls, etc., and the sale of cotton, jaggory, milk and other agricultural produce. On the Nira canal, the best classes of sugarcane cultivators are joining the credit societies more freely and this part bids fair to become before long one of the main centres of genuine popular co-operation in the Presidency. Depots also exist for the

supply of oil-cake and manure to members and for the sale of their jaggory by public auction. Five thousand one hundred and ninety-seven cart loads of jaggory were sold during the year under report, and out of the proceeds about $3\frac{1}{2}$ lakhs of rupees were credited in repayment of loans.

The Hadapsar Cane-Crushing Society has purchased an oil engine and crusher which is capable of dealing with seventy acres of cane in the crushing season. The machine has paid its way. Similarly three cane-crushers and oil engines erected on the Nira canal and one at Dindori are giving satisfaction. Experience, however, seems to indicate that such machinery is more carefully looked after and worked more energetically if it belongs to an individual or group of individuals than if it is corporately owned by a society.

Jaggory sale societies have been instrumental in checkmating the tricks of local merchants and securing a fair market price to the cultivator as the result of a public auction. Such a sale society and the local credit society are mutually dependent. One advances loans for sugarcane growing to its members and compels them to send their outturn to the sale societies; the other sells the jaggory and out of the proceeds repays the loans due to the credit society direct. The addition of a sale society therefore makes a credit society's business safer.

Madras.—In Madras there are 14 agricultural non-credit societies, 12 being purchase societies and 2 for production and sale. There was an increased but not very large activity in agricultural co-operation other than trade. The Government permitted rather late in the year the addition, to the bye-laws of credit societies, of functions of joint buying and selling. Five non-credit societies in Ramnad, Tinnevely, Tanjore, Ganjam and Guntur made joint purchases of seed and manure and sold them to their members. In one case the purchases included ploughs and plough-shares. In three cases there were joint sales of produce.

Bengal.—In this Province, periodical conferences were held during the year, at which the heads and selected officers of the Agricultural and Co-operative departments met and discussed schemes of mutual benefit. Their joint efforts have been largely devoted to the extension of potato cultivation.

United Provinces.—In these provinces, central and district banks especially in the central circle have continued, on an increased scale to act as agencies for the distribution of improved seed, particularly of Pusa No. 12 wheat.

Cattle Breeding.

While in some provinces cattle breeding operations are conducted by the Agricultural Department, in others they are in the hands of the Veterinary Department. An important event in the year, was the appointment of a Deputy Director of Agriculture for Live-stock in Madras. A similar post has been sanctioned for the United Provinces, but it has not yet been filled up. Mr. Carruth has taken up the question of the milk-supply of Madras and is studying the relation of the numbers and kinds of cattle to economic agriculture.

In Bombay a definite policy for the improvement of cattle has been sanctioned which consists in (1) the establishment of bull breeding farms for the best breeds and the issue of good bulls as "premium bulls", (2) the establishment of local reserves of fodder as a protection against famine, and (3) the holding of village shows. Some progress has been made in these directions. In this Presidency little or no interest is taken in cattle-breeding by local bodies.

The Government of Bengal has taken up the question of improving the condition of both the milch and plough cattle of the Province. As a result of Mr. Blackwood's report on the census of cattle in Bengal, the Government has ordered that the work in the Rangpur Breeding Farm shall be concentrated on experiments with the object of discovering the most suitable bull for crossing with indigenous cows. While selected indigenous cows will form the basis of the experiment, two classes of bulls will be used, local and imported, the latter being selected animals of the milking breed of Hansi cattle. There will thus be two distinct herds, the pure indigenous herd and the cross bred herd. When the results obtained from either of these herds are found satisfactory, steps will be taken for multiplying the bulls on a large scale.

The bull-breeding operations at Government Farms continued in almost all provinces. The Hissar Farm in the Punjab, which is probably the largest breeding farm in India, issued 209 bulls, 37 mules and one donkey stallion. An interesting experiment in the breeding of Arab stallions has been started on the farm which, if successful, should make the province self-supporting as regards the provision of Arab stallions for local bodies.

Arboriculture.

GOVERNMENT RESOLUTION ON THE PROGRESS REPORT FOR 1916-17.

[Punjab.]

District reports seldom indicate any particular enterprise on the part of District Boards and Municipalities; some local bodies have drawn up plans of operations, but find them difficult to carry out. It is, however, clear that many District Boards are rightly aiming at more variety of species in planting, and the *Nim*, *Terminalia* and *Eucalyptus* are steadily coming in favour. There are obvious advantages in encouraging within reasonable limits non-deciduous species such as the *Nim* where shade is specially needed, and the mango and the varieties of the fig should be encouraged where they can be grown with success. Efforts are being made in most districts to secure the services of better qualified men to supervise operations. The Gurdaspur and Multan Boards have men who were trained in the Lawrence Gardens at Lahore; Ambala and Rawalpindi have retired Forest

Rangers; and the Superintendents at Amritsar, Gujranwala, and Karnal have studied at the Lyallpur Agricultural College. The value of supervision is well exemplified in the Lahore Municipality where only 100 out of 4,940 plants are reported to have failed, and where the general appearance of the roads and public gardens has been greatly improved in recent years by judicious fellings and the plantation of a large variety of graceful trees. The example of Lahore is commended to the other large Municipalities, few of which make adequate use of the facilities provided by canal extensions, tube-wells, etc., for extending arboriculture.

The Buildings and Roads Branch of the Public Works Department planted 106·28 miles of new avenues, and of a total length of 966 miles suitable for tree-planting, 840 have now been satisfactorily stocked. There has been a slight decrease in revenue and a large increase in expenditure, the final deficit being Rs. 1,48,848 as against Rs. 40,805 in the previous period. But the Lieutenant-Governor is glad to notice the increased attention which roadside arboriculture is receiving, and he considers the progress made during the last two favourable monsoons is decidedly encouraging.

The following extract from a note recorded by the Lieutenant-Governor in August 1917 may suitably be reproduced here:—

“Both the Irrigation and Roads and Buildings Branches have done much and are still doing a good deal to provide avenues along the main roads and canals. But their object is primarily to provide shade rather than to work the land available to the best economic advantage from the forest standpoint. They, in fact, have not and do not profess to have the expert knowledge or the trained establishment necessary for the latter. Hence, though we find many splendid avenues of trees in places along the main canals and the great Government roads, we also find—

- (i) that arboriculture is not seriously attempted where conditions are not favourable for initial success, *e.g.* (a) most of the Grand Trunk Road from Shahdara to Hassan Abdal and considerable sections between Ludhiana and Karnal, (b) sections of the canals where the soil shows signs of *Kallar*;
- (ii) that even where arboriculture is seriously undertaken, the areas available are not fully utilised. Often only a single line of trees is grown along a canal bank, or a line on each side of a main road to provide shade whereas there is space for several rows of trees in the background;
- (iii) that arboriculture has not been carried out on scientific lines, *e.g.*, (a) *kikar* is planted where more valuable trees such as *shisham*, *tun*, *mangoes*, etc., would succeed, or (b) *shisham*, *tun*, &c., are attempted in dry or sterile soils only suited for *kikar*, or (c) the *mulberry*, which is a useful economic asset in places with good rainfall—Gurdaspur, Amritsar, Ludhiana, Ambala, &c.—is not attempted at all;
- (iv) that a general and serious defect is that where a good

avenue has developed, it is allowed to go on till the trees decay, whereas expert supervision would secure that they were cut and sold while still in their prime and that young trees were planted in time to take their place.

“Other instances of defective working might be added. For these the Public Works Department is not to be seriously taken to task as arboriculture is with them only a bye-product. But it is evident that in the areas mentioned, which must amount to many tens of thousands of acres, we have an asset of enormous potential value, and that in the interests both of Government and of the public we should not delay to develop it on sound lines.

“The only sound line is to treat those areas on correct scientific principles of forestry, and this is only possible if the areas in question as far as their arboriculture is concerned are made over to the Forest Department with necessary safeguards for the Irrigation and Roads and Buildings interests involved.”

HIS Honour's suggestion was considered by a Committee consisting of the three Chief Engineers, the Revenue Secretary and the Conservator of Forests. The Committee, while agreeing that arboriculture on roads and canal banks would be more successful if controlled by Forest experts, were of opinion that instead of handing over the areas in question to the Forest Department, it would be preferable to provide the Public Works Department with the necessary expert establishment. With a view to determining the strength of that establishment, and to secure the benefit of the Conservator's advice on the technical aspect of the problem, further information is being collected regarding the areas and natural advantages, *e.g.*, proximity to markets and railways, of all avenues and plantations now managed by both branches of the Public Works Department. This should shortly be completed, and His Honour hopes that practical proposals will be submitted to him at an early date.

The first two years of the triennium had a short monsoon, and the last two years a failure of the winter rains. But considering these adverse influences the results were not unsatisfactory. It is true that the improvement in avenues under all kinds of management has not been maintained; and that the percentage of failures has risen from 19.1 to 25.9. Moreover, while revenue has risen from Rs. 14,47,812 to 15,41,656, expenditure increased from Rs. 22,58,770 to Rs. 24,83,983, and the final deficit was thus Rs. 9,42,327 as against Rs. 8,10,958 in the last period. These results are, however, partly due to the climatic conditions referred to, and also to the fact that as operations extend to less favoured localities the cost and the risk of failure tend to increase. Local bodies would do well to remember in selecting areas for tree-planting that the value of timber depends chiefly on the nearness of markets and facilities for transport, and that improvement in communications should, therefore, mean an increased income from arboriculture. Insufficient attention too seems to have been given in some places to the selection of suitable species and suitable soils. In this connection His Honour would draw attention to the recent publication of a vernacular version of Messrs.

Casson and Mustoe's valuable hand-book, copies of which should be widely circulated to schools and local bodies and hopes that it will stimulate a practical interest in the subject. The Lieutenant-Governor has been glad to see that in some Government and Board Schools, notably the Government High School at Lyallpur, the teachers have encouraged the planting of trees and shrubs by their pupils in the land attached to the school; but very much more could be done in this direction.

CO-OPERATIVE SOCIETIES.

Registrar's Report for 1916-17.

[Madras.]

Agricultural Non-credit Societies.

There was an increased but not very large activity in agricultural co-operation other than trade. The Government permitted rather late in the year the addition to the bye-laws of credit societies of functions of joint buying and selling. But most of what was done was the work of non-credit societies, and such operations as credit societies carried out were either under the joint loan bye-law or were of an informal character.

Credit Societies for Depressed classes.

There were at the end of the year 15 societies exclusively composed of Panchama members, against 6 of the previous year. The number of Panchama members at the close of the year was 7,999 for the Presidency as a whole against 6,483 in the previous year and 5,347 in 1914-15. In 48 societies, the whole or more than 50 per cent of the members were Panchamas.

The progress achieved during the year in the direction of improving the lot of the Panchamas and other depressed classes is detailed below :—

Five societies for scavengers, or societies for Municipal employees into which scavengers are admitted, were started during the year, namely, at Vizagapatam, Trichinopoly, Srirangam, Cuddalore and Madura. The Social Service League gave welcome assistance in the formation of the last named and in all cases the help and sympathy of the Municipal executive is gratefully acknowledged. Altogether there are now 25 societies of this nature in this Presidency, and the work they do is of a most valuable nature. It is earnestly to be hoped that Municipal Chairmen will co-operate with the department in extending this work for the benefit of their employees; and that never will the efforts of Assistant Registrars in this direction be met by apathy or obstruction. It is pleasant to be able to record that the ordinary credit societies of Chatrapur, Cocanada and Bimlipatam admit the local scavengers to membership.

Store Societies.

It appears to be the case that with the possible exception of Triplicane our store societies generally have not attained that striking measure of success which is found in such societies in other countries.

I have heard this phenomenon ascribed *inter alia* to (a) errors of judgment on the part of the management in the time, place and nature of their purchases and (b) want of loyalty on the part of the members, who are said to be apt to buy elsewhere when they can do so more profitably. If true, these features would account for a want of efficiency. But the matter is certainly deserving of the careful attention of all interested in these societies.

Supervision.

There has been a considerable development in the union supervision scheme which was referred to with approbation in the last Government review. In 1915-16, the situation was as follows:—Three district organisations (the Madura and the Puttur Banks and the Vizagapatam Supervising Union) employed men for supervision work in all the societies of the districts concerned from a fund contributed by the societies and the financing Banks. Besides these district organisations there were 28 local unions, the greater number being confined to areas less than a Revenue Inspector's firka, though some extended over a whole taluk. These unions employed and controlled their own supervisors, and generally speaking administered their own fund (which was constituted out of contributions from themselves and the financing agencies). Both these branches of activity have been developed in the year under report.

The training and personnel of this establishment and their duties will be made the subject of a separate report. The ideal aimed at in apportioning work between union supervisors and Government inspectors has been to allot to the former primary audit, ordinary inspection, collection and a certain amount of propaganda work; and to the latter the final audit, more difficult classes of supervision, organization and the training of supervisors. As is natural, it has not been possible to adhere strictly to this differentiation of functions.

Even more valuable than the work of the supervisors of the local unions has been the supervision exercised by the members of the union governing body themselves. The control exercised in this way by some of our local unions has been admirably efficient, and a great development of this kind of activity is most earnestly to be desired.

Registrar's Report for the year ending 31st March 1917.

[Assam.]

General.

In this Province, the Registrar of Co-operative Societies also holds charge of the Excise and certain other departments.

I am anxious that directors (of central banks) should take an intelligent interest in the societies to which they are asked to issue loans, that they should satisfy themselves by personal enquiries as to

the solvency of such societies, rather than rely solely on the recommendation of the Registrar. Directors are, however, rather easily frightened and are inclined to think that one bad year means instant bankruptcy. After all, the agriculturist has wonderful recuperative powers, and if central banks realised this they might perhaps be less conservative in their policy.

Non-agricultural Societies.

These societies continued to do very good work; there are of course some exceptions, but generally speaking, I consider these the best societies in the Province. They cater for the most part for an educated class of small means and are highly appreciated. Members understand better in this type of society than in rural societies what is meant by co-operation; they realise more keenly what is meant by mutual responsibility. I would signal out for special mention the Golaghat, Gauhati and Nowgong Town Banks. I have mentioned the latter, as not so long ago it was in a parlous condition and it has undergone a process of regeneration, which is highly creditable. A most gratifying feature about these societies is their ability to finance themselves.

Disputes and Litigation.

Some civil suits were instituted by societies for the recovery of dues from defaulters and decrees were obtained in all cases. Recourse to the civil courts has only been had in extreme cases. In ideal co-operation, civil suits or any other more summary procedure are unknown, but we have a long way to go before we reach the ideal and in the meantime societies are paying for their education. Personally, I am strongly opposed to the introduction of any summary procedure. Civil Courts may be dilatory and expensive, but they are tonic. Societies once bitten by a civil court, if they recover, will learn to be more careful as to the members they admit and the loans they distribute; if they don't recover, well better no society than a bad example.

Cases of misappropriation of cash balance by chairmen and Secretaries were reported from several places, but prosecutions were only sanctioned after a careful consideration of all the circumstances

Review on the Annual Report for 1916-17.

GOVERNMENT RESOLUTION.

[United Provinces.]

General.

There was a very large expansion in the number and business of co-operative societies during the years 1909-1912. The province was at the time on the crest of a wave of agricultural prosperity and an increased demand for facilities for agricultural finance was natural.

The preliminary experiments and investigations of the previous years had resulted in the evolution of a type of village credit society which has since met with the approval of the Committee on Co-operation and the organizers of the movement felt justified in sanctioning a rapid progress on approved lines. The district banks which constitute the main financing agency of the societies were also successful in enlisting considerable public support both in the number of voluntary workers and in the matter of capital. An intermediate link between the district bank and the village society was devised in the form of small central banks in the interior of the districts and at the time promised successful results.

This period of progress and development was followed by a cycle of years of difficulty. There was widespread drought in 1913 with scarcity and famine in several districts. Members of credit societies all over the province required large advances both from their own societies and from the Government. The outbreak of the war in the following year was accompanied by a great fall in the price of cotton, which is one of the most paying crops in a large part of the area covered by the societies. In 1915, owing to floods and ill-distributed rainfall, the agricultural outturn suffered over extensive tracts in the province. During the last two years prices have been high and the peasant has undoubtedly derived benefit from the circumstance, but not to the extent that might have been possible if the co-operative organization for the sale of produce had been sufficiently developed in the province. But members of societies have been obliged to meet during these years the obligations for the landlord's rent, for the repayment of Government takavi and for the repayments of loans advanced by societies and money-lenders, that had been undertaken or that had fallen into arrears during the lean seasons of 1913 and 1914. As a result, a comparatively large proportion of the weaker societies have suffered. Since 1913, the registration of new societies, as distinguished from the re-organization of old-type affiliated societies which were virtually village branches of the district banks, has been practically stopped in all the older co-operative areas of the province. This has enabled the Government staff and also that of the banks to examine with much stricter scrutiny the working of all societies in those areas. There has also been a substantial increase in the strength and quality of the inspecting staff although, as the Registrar has pointed out, considerable room still exists for improvement in this respect. Moreover, there can be little doubt that the regularising of the system of audit and inspection that has taken place in the province during the last five years has had the very salutary effect of raising the standard of co-operative education and practice demanded from the societies. Sir James Meston trusts that with the restoration of normal conditions in the financial and agricultural world, the co-operative movement will emerge from its present difficulties all the stronger for the disappearance of the weaker elements that have hampered it in recent years.

Progress during the year.

Although it cannot be concealed that the co-operative movement is passing through a critical time, when some of the too rapid growths of earlier enthusiasms have become unhealthy and even dangerous, nevertheless the net financial results of the year under review have not been unsatisfactory. At the beginning of the year, members owed a total sum of Rs. 45·30 lakhs to the agricultural credit societies; they borrowed Rs. 23·96 lakhs more during the year and repaid Rs. 24·43 lakhs in principal and Rs. 6·12 lakhs in interest, leaving a sum of Rs. 44·84 lakhs outstanding at the end of the year. The volume of overdue obligations is heavy; but it has to be remembered that the policy in this province until very recently was to look to a quick turn over while repayment by instalments spread over a long period was severely discouraged. A different policy, in accordance with the practice in other provinces and recommended by the MacLagan Committee, has now been adopted and the Lieutenant-Governor hopes that it will lead in future to a more punctual discharge of obligations on the part of members to their societies. The co-operative movement will fail both in financial effectiveness and in moral power unless strict punctuality in fulfilling obligations is one of its first principles. In other respects, the financial position of the movement as a whole displays growing stability. In the agricultural credit societies, out of a total working capital of Rs. 51·36 lakhs, the paid up share capital amounts to Rs. 10·16 lakhs, while other items like undistributable profits bring up the "owned" capital to Rs. 17·29 lakhs or over a third of the working capital. In the central societies also, the aggregate of the paid up share capital and reserve funds is nearly a quarter of the total working capital. The banks in addition possess substantial assets in the shape of bad-debt funds, contingency funds, building funds and in the value of bank premises. Careful finance is also evidenced by the fact that the cash balance at the end of the year amounted to Rs. 9·54 lakhs.

These gratifying features have maintained unimpaired the confidence that the investing public of the province have reposed in the movement in recent years. The Registrar's report indicates how the majority of the central societies have had more deposits offered to them than they could accept and how in some cases old deposits had actually to be returned. In view of the situation in the general money market, Sir James Meston shares the regret of the Registrar that the banks have not been in a position to utilize their opportunities to the fullest extent. The remarks of the Registrar foreshadow, on the part of such banks as possess an adequate staff and equipment, a renewed activity with respect to the organization of new societies. The Lieutenant-Governor approves of this policy in the belief that the Registrar, whose report bears strong testimony to his own high ideals, will satisfy himself that new societies are formed on sound lines and in tracts where there is a genuine and spontaneous demand. He also hopes that Mr. Willoughby will succeed, with the ready assistance that district officers have always lent to the movement, in enlisting for the

guidance and supervision of the primary societies the services of gentlemen living in rural tracts and directly interested in agriculture. Directors of district banks, to whom primarily the credit for the present sound financial position of the banks is due, will no doubt welcome such co-operation.

The department is persevering with different types of milk and *ghi* societies. It is to be hoped that the present experiments will lead to the development of an organization which will be beneficial alike to the producer and the consumer of these commodities. The organizers of the Sandila yarn store are to be congratulated on a successful year. The example of this store should stimulate similar activities in other centres of handloom weaving. The growing popularity of co-operative stores among the colleges of the province is a promising omen for the recruitment to the co-operative movement of the leading citizens of the future.

Relation with the Agricultural Department.

The co-operative organization has maintained its close and harmonious relations with the department of Agriculture. The newly established Agricultural supply society at Manipuri should be the pioneer of many societies of the same model, relieving the Agricultural department and also the central and district banks of the duties they now perform with regard to the supply of agricultural requisites of an improved type in rural localities. Sir James Meston also notes with pleasure the example that has been set by co-operative banks and societies in contributing to the war loan wherever their finances have permitted them to do so.

EDUCATION.

Quinquennial Review of Educational Progress.

GOVERNMENT RESOLUTION.

[Bihar and Orissa.]

Local University.

One of the most notable features of the period was the progress made towards the inauguration of a local University. As soon as the province was created, the necessity for providing it with a University of its own was recognized, and a Committee of officials and non-officials with Mr. R. Nathan, C.S.I., C.I.E., as President, was appointed to examine the whole question and formulate proposals. In view of the impossibility of abolishing existing institutions, the Committee steered a middle course between the ideal form of a University in which all the component colleges are situated in the same place and all students reside in their respective colleges, and a University of the affiliating and examining type. They proposed on the one hand the creation of a central University where, with certain exceptions in the case of Cuttack, all honours and post-graduate teaching would be concentrated, and, on the other, the maintenance of the existing colleges for education up to a pass degree in Arts and the Intermediate examination in Science. The construction of the building of the central University on the generous lines recommended by Mr. Nathan's Committee would have involved an expenditure of 77 lakhs of rupees and the whole scheme would have entailed an initial expenditure of 92½ lakhs of rupees and a recurring expenditure of 7½ lakhs a year. Ample opportunity was afforded to the public for examination and criticism of the Committee's scheme, and it was modified in certain respects after full consideration of the opinions received. Moreover, as the central buildings could not, in present circumstances, be completed for some years, the Local Government decided to provide for the inauguration of the University as an examining body, similar to those at Calcutta and Allahabad, pending the execution of the complete scheme recommended by the Committee, which will be proceeded with gradually as funds permit. A site, west of the capital with an area of rather more than a square mile, has been acquired at a cost of nearly three lakhs of rupees for the buildings of the University and its internal colleges. The draft Bill, for the purpose of constituting the new University, which was introduced in the Imperial Legislative Council in September 1916, met with much hostile criticism. In the endeavour to introduce a type of University which would attain a really high standard of teaching and a realization of the full benefits of common University life, the framers of the Bill went further than

the Local Government had proposed in the direction of placing the control of the affairs of the University in the hands of the teaching staff. This gave rise in the public mind to the suspicion that the intention of the Bill was to make the University a department of Government. Although there was no real foundation for this suspicion, the Local Government had no desire to force an unpopular measure on the people of Bihar and Orissa, and accordingly did all in their power to meet the views of the public so far as this could be done without prejudice to the future efficiency of the University. The Bill was eventually passed into law in a form which gave to the public a largely increased representation both in the Senate and in the Syndicate. The Lieutenant-Governor in Council has every confidence that the power which has thus been placed in the hands of the representatives of the public will be wisely exercised.

Secondary Education.

Secondary education has made steady progress during the quinquennium. The number of high schools has increased from 91 to 100 and that of middle English schools from 188 to 226. The number of pupils in the two classes of schools combined rose from 41,776 to 58,149, while the direct expenditure grew from Rs. 8,09,635 to Rs. 13,74,832.

The number of pupils in middle vernacular schools rose by about 2,300, or 25 per cent, although the number of schools showed a slight decline. An increase of 18 per cent in the number of pupils was recorded in the case of upper primary schools, but lower primary schools are only beginning to recover from the set-back which was noticed in the report for the year 1915-16, and the net increase in the number of pupils during the period under review was only seven per cent.

It is to be regretted that middle vernacular schools continue to be regarded with disfavour by the public. These institutions give boys a sound education in their mother-tongue, and in backward tracts are undoubtedly doing excellent work. In the more advanced districts the widespread desire for English education induces parents to send their boys to inferior English schools rather than to a comparatively efficient vernacular school. Nor do the special classes for vernacular students which have been established in certain zilla schools appear to have been an unqualified success. The explanation which the Director gives for this unpopularity has much force in it, and the introduction of a vernacular School-Leaving Certificate, the possession of which will be useful to candidates for inferior posts in Government service, should do much to revive these institutions.

Primary Education.

The state of the primary schools when the province was created was most unsatisfactory. The returns of the last census disclosed the fact that in Bihar and Orissa the proportion of persons between the ages of 15 and 20 who are literate, was less than one-third of the

proportion between the ages of 10 and 15, who were at school. These figures were significant of the low standard of the education imparted in primary schools and shewed that the majority of the pupils failed to acquire a knowledge of reading and writing or, at least, that their knowledge was so imperfect that they lost it soon after leaving school. This was due largely to the inefficiency of the teachers, many of whom were entirely incompetent, while little reliance could be placed on figures based on the attendance rolls of lower primary schools. The first care of Government was therefore to improve the teaching by training a better class of gurus. On the receipt of the Imperial grants, primary education in 1912-13 and 1913-14, minimum stipends were prescribed for gurus of different qualifications, that for fully trained gurus being eventually fixed at Rs. 9.

Girls' Schools.

The number of high schools for girls, *viz.*, three remained unchanged, but the number of pupils rose from 286 to 330, and the expenditure from Rs. 20,292 to Rs. 49,970, of which Rs. 44,788 were contributed from Provincial revenues. The income from endowments and subscriptions fell from Rs. 7,398 to Rs. 998.

Sanskrit Education.

A Sanskrit Association has been constituted, with the Maharaja Bahadur Sir Rameshwara Singh of Darbhanga as its President, for the purpose of fostering Sanskrit education, conducting examinations, and awarding prizes, stipends and rewards. Since its creation the Association has held its own examinations, and this has given a material stimulus to the advancement of Sanskrit learning within the province. A notable incident has been the provincialization of the Dharma Samaj Sanskrit school at Muzaffarpur, which has been converted into a college and provided with new buildings at a cost of a lakh of rupees. It is hoped that Puri, another centre of Sanskrit learning, will be endowed at no distant date with a fully-equipped institution of the same type.

Moral and Religious Education.

In accordance with the recommendations of a Committee which was appointed in 1914 to advise on moral and religious education, short lectures on moral instruction are now given in undenominational schools. The difficulty of finding suitable teachers has hitherto prevented the introduction of religious teaching, though a school in Chapra has made the experiment with success. The fact that many boys leave their homes at an early age and become exposed to the undesirable influences common in large towns renders this question one of peculiar importance.

Proposals for the medical inspection of high schools were sanctioned in the year 1916. The scheme includes a medical survey of the pupils attending high schools, both at headquarters and in the

mufassil, and a careful examination of the sanitary conditions of school buildings. In practice the latter aspect of the scheme has received more attention than the former, and some useful work has been done. The proper medical examination of pupils should lead to results of the greatest value, but the Lieutenant-Governor in Council fears that little systematic work can be accomplished so long as the number of qualified medical men in mufassil areas remains as low as it is at present.

Quinquennial Review of Educational Progress.

GOVERNMENT RESOLUTION.

[Punjab.]

Primary Education and responsibility of District Boards and Municipalities.

There has been a very marked difference between Municipalities and District Boards in regard to the encouragement of primary education. The Government of India Resolution of 21st February 1913 on Indian Educational Policy emphasized the necessity for "the widest possible extension of primary education on a voluntary basis." The Director deplores the failure of Municipal Committees to realize their obligations in this respect, and the Lieutenant-Governor observes that the Municipalities include some of the most important in the province, such as those of Amritsar, Ludhiana and Jullundur. Mr. Richey's explanation is that Municipal Councillors, as a rule, mainly think of providing the education required by the well-to-do classes to which they themselves belong, and tend to ignore the claims of primary education. If this view is correct, the indictment is a serious one and the Committees in question should do what they can to remove the reproach. It is refreshing to learn that the net expenditure of the District Boards, apart from Imperial grants, has risen during the last five years from 8 to 13 lakhs, the greater part of which has been devoted to primary and vernacular education. The system of fixed grants per school for vernacular education has again been subjected to criticism on the ground that it makes no allowance for the growth of expenditure on schools already in existence. It should not be difficult to remedy this defect, and the Lieutenant-Governor will be interested to learn what solution has been suggested by the Committee which recently sat to consider the matter.

Collegiate Education.

To what extent the graduates of the University are able to find employment is a question on which the Report does not touch. The dearth of occupations formed the subject of more than one of Dr. Ewing's Convocation addressess, and it would be interesting to know

how far the country in its present stage of advancement is able to absorb the output of the University. The question is one of some economic importance, and an enquiry by the University authorities might elicit information which would be of considerable value.

The growth of College hostels is a satisfactory feature of the quinquennium. The report states that in Arts Colleges 2,399 students out of a total of 4,221 reside in premises controlled by colleges. There is nothing to show how many of these are living in branch boarding-houses, and how many in lodging-houses or private messes. The answer to these questions would give the measure of the insufficiency of hostel accommodation. But in spite of this insufficiency, it is clear that there has been a development in the corporate and social life of the colleges. The Lieutenant-Governor regards this as most important, as the aim of the colleges should be to train men to take their part in the life of the community at large, and to give them the wider culture which is necessary not only for the "rational enjoyment of leisure," but also for the adequate performance of professional work.

Secondary Education.

Although the province of secondary education is, in accordance with the policy of Government, largely left to private enterprise, about three-eighths of the total expenditure of 28 lakhs is met from public funds. In 1911-12 the total expenditure was only 16 lakhs, so that the increase in the quinquennium amounts to 75 per cent. During the same period the number of pupils actually receiving secondary education increased from 50,000 to about 68,000, while the number of secondary schools for boys has risen from 309 to 413. Many new buildings have been erected, salaries have been raised and systematic medical inspection has been introduced.

On the other hand, the desire for English education on the part of those who are able to make themselves heard tends to limit the number of vernacular middle schools, which provide the poorer classes with a cheap secondary education.

One of the dangers attending secondary education is the tendency in some schools to make their course of instruction subservient to the University curriculum, and Mr. Richey complains of the fetish of examinations. This is a question which calls for very careful consideration. His Honour has recently had his attention invited to an illuminating essay by Mr. Wyatt, Inspector of Schools, Rawalpindi Division, "Methods of School Inspection in England," published by the Indian Bureau of Education. The author shows how schools in England went through the same stage that we are passing through in India—the stage in which the examination in a limited range of subjects is permitted to dominate school life. He points out the evils to which this system led and shows how the examination has now been relegated to a very different position. The whole essay should be studied by those who are interested in educational reform in the Punjab.

The medical inspection of schools and scholars in the towns has at last been fairly established, but the intelligent co-operation of parents is necessary if their children are to derive full benefit from the system. More attention is being paid to physical exercise, and the Lieutenant-Governor hopes that District officers will continue to do all they can to assist in the matter of providing playgrounds. The Director comments on the pernicious influence of tournaments, and attention is concentrated on promising athletes to the neglect of all others. The primary object of games and physical training in schools is to raise the general standard of health, rather than the individual standard of skill. A modern writer has said with a large measure of truth: "It is a good sign in a nation when such things are done badly. It shows that all the people are doing them."

The Report speaks briefly of the moral training that is given in schools, but the most potent influence of all is that of example, and silent disapproval may often carry more weight than eloquent exhortation. Herein lies the peculiar responsibility of the schoolmaster's profession.

Primary Education.

Reference has already been made to the expansion of primary education. At the end of 1911-12 there were 3,417 primary schools for boys and 179,410 pupils. According to the figures given by the Director there are now 4,913 such schools with an attendance of 245,628. Five years ago there was a school for every 10 villages: now there is one for every 7. Progress has, however, not been so rapid as was at one time hoped. The quinquennial programme drawn up in 1912 aimed at the establishment of 2,750 schools. The number actually established has been 1,500, but it compares favourably with the increase of 263 in the preceding quinquennium. The average attendance shows a slight decline from 52 to 50. This is only natural as schools are first established in the places where there is the greatest demand for them.

But it seems clear from what the Director says that a large proportion of the children who go to school get little or no benefit from their 'education.' The average duration of school life is less than 4 years, and more than half the total number of pupils at school are in the two lowest classes. A year or two of a child's life spent in an infant class, with children in varying stages of progress, can have no lasting effect on the mind. Not only so but, as Mr. Richey points out, it discredits education in rural areas. The remedies are increased staff and improved methods, and the Lieutenant-Governor hopes that every effort will be made to apply them. As His Honour observed in his Convocation address with reference to the Compulsory Education Bill; "Before we force people to accept our gift, we should satisfy ourselves that the gift is one that they can turn to good account."

Female education.

Public opinion in favour of the education of Indian women is steadily growing, and the report records noteworthy progress during

the past five years. The Christian Missions, the Arya Samaj, the Khalsa Diwan, the Dev Samaj and other pioneers in the educational movement have done their best to break down ancient prejudices. The number of institutions for girls has risen during the past five years, from 669 to 990 and the number of scholars from 33,260 to 51,496, while the number of women under training for the teaching profession has increased five-fold. It is still difficult to enlist the co-operation of Indian ladies in the management of schools, but until they are prepared to come forward it will be necessary to retain the present Committees of men.

Quinquennial Report on Educational Progress.

[Madras.]

Delegation of powers.—Inspecting officers and heads of institutions were given increased powers to sanction appointments, leave, expenditure, *e.g.*, on scholarships and stipends and grants-in-aid.

Changes in the Grant-in-aid Code and the Madras Educational Rules.—A number of changes were made in the Grant-in-Aid Code and the Madras Educational Rules. In the Grant-in-Aid Code, for example, the rate of building grant was raised from one-third to one-half, and it was ruled that the Land Acquisition Act could be utilized for the acquisition of lands and buildings for schools and that half grants might be sanctioned towards the cost of such acquisitions. As regards the Madras Educational Rules there is now before Government a revised reprint, embodying alterations already sanctioned and suggesting for approval certain further modifications. In the beginning of the quinquennium the Madras Inspection Code, which was out-of-date, was thoroughly revised and brought into conformity with existing regulations and conditions.

General Summary.

General statistics of institutions.—During the quinquennium, the total number of public institutions rose from 25,859 to 31,276 or by 20·9 per cent and their strength from 1,152,886 to 1,534,051 or by 33·0 per cent.

Both the number and strength of private institutions declined, the former by 8·8 per cent and the latter by 0·1 per cent.

Taking public and private institutions together, the number of institutions rose by 16·0 per cent and their strength by 29·7 per cent as against an increase, in the case of the latter, of 27·1 per cent in the previous quinquennium.

Controlling Agencies.

Inspection.—With the continuous expansion of education, considerable even under the present exceptional circumstances, and with the more rapid diffusion of education which the restoration of peace and of more normal financial conditions will bring a further strengthening

of both the male and the female inspecting agency will become imperative. The numerical increase in schools alone is a serious consideration. The multiplication of schools must, if the schools are to do good work, be accompanied by adequate provision for their supervision. There are, however, other considerations. Not only is the quantity of education increasing but also the complexity of the problems which it presents. The quality and suitability of education imparted have to be considered. Further, over the existing and additional staff which will be necessary, careful control and guidance will be required; but even as it is, the Circle Inspectors have not time enough to study thoroughly the problems of elementary education in urban and rural areas and to control and guide their subordinates. Most of their time is devoted to the inspection of secondary and training schools and to office work and they are unable, with all the will in the world, sufficiently to keep in touch with other educational activities and tendencies and to co-operate with other departments. Such being the circumstances of the case, proposals were in 1914 and 1915 submitted to Government for the re-organisation respectively of the male and the female inspecting agencies. If early action was then desirable, the paramount necessity for action at as early a date as possible will be readily understood in view of the considerable expansion which there has been since the proposals were submitted. Unfortunately, owing to the outbreak of war and the resulting financial stringency it was impossible to give further consideration or effect to them.

The total cost of the inspecting agency in 1916-17 (excluding direction) amounted to Rs. 8,42,023, being 4.14 per cent of the total expenditure on education and 5.85 per cent of the direct cost.

Inspection of Industrial and Technical Schools.—The Department of Industries was reconstituted in 1914 and the experts who had previously been under the control of the Superintendent of Industrial Education were transferred to that department. Thirty-nine schools were handed over to the Director of Industries. The principle adopted was that those schools in which pupils acquire general or professional knowledge without regard to commercial considerations should continue to vest in the Director of Public Instruction. The latter class of schools therefore continues to be inspected by the Circle Inspectors with expert help where necessary. Their development is insufficient to warrant the appointment of a controlling officer with special technical qualifications, and in the present stage of education, the administrative advantages conferred by unity of control outweigh the benefits which would result for special types of schools from the appointment of officers with specialised knowledge. The exceptions to this general principle are few. There are special arrangements for Sanskrit and Training Schools, and, in the case of European Schools, for a particular community. Further, a commencement has been made in the appointment of special instructors for special subjects—for manual and physical training, and for domestic economy, needlework and dressmaking for girls in European schools. It is probable that, in the future, as education expands

specialisation increases and commercial and industrial development is accelerated, some division or devolution of control will be desirable and that it will be necessary to enlist to a larger extent the services of special officers for special subjects and special types of schools.

Hostels.

One boy in every five in secondary schools in the Presidency comes from outside the town in which his school is situated. For such boys hostels are necessary and 75 secondary schools for boys have some hostel accommodation though much more is required. It is true that a wider distribution of secondary schools would probably reduce this proportion of boys studying in schools at a distance from their homes, and it is in this direction that a partial and perhaps better solution of the problem of accommodation for school pupils is to be sought: for hostels, however necessary, are not as good as parental control, are more expensive than living at home, and tend to be too luxurious as compared with the plain living and simple fare of the family. In particular, the hostels attached to the Board and Municipal schools are expensive as the charges in their case have to cover rent. The advantages of properly supervised hostels are clear enough—they promote *esprit de corps* and discipline, encourage games, and provide good food, opportunities for undisturbed and regular study, and protection from immoral or insanitary surroundings. Missionary societies maintain, largely from private funds, boarding houses for Indian Christian pupils. Hostels for Muhammadans are rare as in their cases the number in any particular school is generally small. In the case of girls' secondary schools the provision of boarding accommodation is generally adequate. They are mostly mission schools. In the Roman Catholic schools the nuns look after the hostel arrangements. Of the Palamcottah Church Missionary Society Schools, Miss Howard says that the secrets of success are the employment of educated matrons' effective control of evening preparation and organized play and occupation.

Expenditure on hostels (boarding charges).—As desired by the Government of India, some details regarding boarding charges are given. Out of Rs. 16·53 lakhs being the total hostel (messing) charges, Rs. 11·37 lakhs pertains to non-European schools towards which boarding fees contributed Rs. 5·84 lakhs, subscriptions and other sources Rs. 5·19 lakhs and public funds Rs. ·34 lakh. The average monthly cost of boarding in a college is Rs. 11, in a secondary school Rs. 6-8-0, in an elementary school Rs. 4, and in a training school Rs. 6. In the Victoria Hostel, Madras, which is considered to be a costly institution and where the boarders are college students, the average cost is Rs. 20, which includes about Rs. 14 for boarding Rs. 4 for room rent and Rs. 2 for electric light. The average cost of boarding in a European institution is Rs. 12 and the average fee is Rs. 5. In the case of high and middle schools, the average cost is Rs. 19 and in a primary school Rs. 4.

In order to facilitate the acquisition and examination of manuscripts, Government sanctioned in 1914 the employment of a temporary peripatetic search party which tours systematically throughout the Presidency. To this is mainly due the large increase in the number of manuscripts acquired during the quinquennium from 3,057 to 3,646. Most of the manuscripts acquired are in Sanskrit, the remainder being in South Indian Vernaculars.

The School Leaving Certificate Examination.

PROPOSALS OF THE DIRECTOR OF PUBLIC INSTRUCTION.

[Central Provinces.]

The following note drawn up by the Director of Public Instruction, Central Provinces, on the undesirability of the further retention of the School Leaving Certificate Examination in its present form, is published for general information and criticism by the Government of the Central Provinces.

A Note on the undesirability of further retention of the School Leaving Certificate Examination in this Province in its present form.

The School Leaving Certificate Examination was a half-hearted response to the demand made by the Government of India for a School Leaving Examination at the conclusion of the Secondary course. Such an examination, as described in paragraph 24 of the Resolution of the Governor-General in Council on Indian Educational Policy, 1904, should be adapted to diversified types of Secondary Education. It should be of a more searching character than the University Matriculation test. The certificate should be evidence that the holder has received a sound education and borne a good character and should be such as to deserve recognition not only by the Government and Universities but also by private employers in want of well-trained assistants.

2. Such an examination would obviously take the place of the University Matriculation Examination in Secondary Schools recognised for its purposes. The whole scheme, however, demanded a better inspecting staff and better Secondary Schools than could be found in the Central Provinces. Consequently, the School Leaving Certificate scheme sanctioned in 1909 was not in any way a substitute for the Matriculation Examination, but a supplement to it. The certificate can be awarded only to those candidates whom the University has recognised as fit for University education, but an attempt has been made to supplement the University test in the interests of Government service and private employers.

3. The means adopted were as follows:—

- (a) A purely Matriculation test was to be supplemented and, if necessary, corrected by an oral and practical test in those Matriculation subjects which seemed particularly important for those who were not proceeding further in their studies.
- (b) Additional subjects of utilitarian nature, such as type-writing and shorthand, which were not included in the Matriculation curriculum, were added to the School Leaving Certificate Examination subjects.
- (c) Success in an Indian Vernacular, both in the Matriculation and School Leaving Certificate Examinations was insisted on.
- (d) The good conduct of candidates had to be certified by Headmasters and verified by Inspectors.

4. It was expected that these measures would also improve our Secondary Schools by encouraging a variety of curriculum and emphasising the importance of practical work and good conduct.

5. In 1911, Mr. Wright proposed certain changes in the examination rules. But it was decided at the Commissioners' Conference in Pachmarhi in the same year that the scheme must be ended and could not be mended, and that it must be replaced by an examination more fully in accordance with the general principles enunciated by the Government of India.

6. Since 1911 no progress has been made towards the development of a new scheme. The improvement of our Secondary Schools on the lines of the re-organization sanctioned in 1912 has necessarily been slow and the strengthening of the inspecting agency has been delayed by the war. In spite of this, a scheme would undoubtedly have been prepared, though possibly not carried into effect, had it not been for the simultaneous development of the Central Provinces University scheme. The University recognition of the School Leaving Certificate has always been regarded as essential and University co-operation as desirable. To elaborate a scheme which might within a year or two require complete modification at the request of our own University, presented no attractions to a Department already responsible for many equally important and more urgent reforms. It has always been recognised that it would be no easy matter to obtain the approval of the Allahabad University to such a scheme in respect of the years that we remained under their control.

7. In the absence of any satisfactory scheme, the present scheme has been allowed to stand (a) because no evil arising from it has obtained wide recognition, and (b) because it was felt that there might be some difficulty in introducing a new and satisfactory scheme if the old scheme had been allowed to lapse for some time. I think now that we were wrong.

8. The harm resulting from the present scheme is of such a nature as not to excite much attention outside this Department. My chief objection to it is that it imposes additional work of an irksome, unattractive and useless nature on the Inspectors of Schools. It is

true that since the scheme has been introduced, assistants have been given to some of these Inspectors and will be given next year to all. But at the same time there has been a rapid expansion of Secondary Schools, a large increase in the number of Deputy Inspectors to be controlled and a steadily increasing demand on the vigilance and energies of our Inspectors. The High School Entrance Examination has of necessity been introduced, and the burden of its work must fall on the Inspectors. The strain in Nagpur and Berar Circles is excessive. The scheme imposes on the Inspectors the task of testing all Matriculation candidates in every High School of their Circle in a variety of subjects and only a small portion of this work can be taken from them by the other members of their boards. Practically the whole month of February is given to this work which is followed by tabulation of mark lists, submission of result to this office and other expenditure of time and paper. Apart from this objection every examination is a strain on its candidates, and can be justified only by positive advantages arising out of it.

9. I will now show that it serves no useful purpose.

10. I believe that so far as Government service is concerned, the School Leaving Certificate is frankly ignored in several Departments and I admit that in this Department where the value of the certificate has been correctly estimated for some time past, the Matriculation is still accepted as qualifying for service in the absence of such a certificate. There is not, I think any general admission that the School Leaving Certificate holder is essentially a better man than a mere Matriculate. If the School Leaving Certificate is a guarantee of good conduct, it must not be forgotten that no Headmaster ought to send up for the Matriculation examination any candidate whose conduct has been open to very serious reproach. If a School Leaving Certificate implies a satisfactory knowledge of an Indian Vernacular, it is always possible for the head of an office to accept only candidates who have passed the Matriculation in this Vernacular or for Government to insist on this. I do not admit that the School Leaving Certificate implies intellectual superiority on the part of its holder over the mere Matriculate. The difficulties and dangers of an oral test are well-known, and with the best will in the world our Inspectors cannot in a necessarily brief examination satisfactorily test and correct the results obtained by the University in their undoubtedly searching written examination. The oral test in English has distinct advantages. But this alone is not a sufficient reason for retaining the examination. Whatever advantages the scheme may have as a test for Government service can, in my opinion, be obtained by more simple and time-saving methods.

11. The examination in itself has not effected any improvement in our Secondary Schools. Far from encouraging any variety of curriculum, it has by its insistence on an Indian Vernacular diminished its elasticity. Additional subjects of a commercial type have not been introduced. It is doubtful whether such subjects have any place in schools for general education and business men are inclined to lay stress on a sound general education in schools rather than on

acquisition of accomplishments that can be attained later on in a more practical way. Practical work in Science has been developed owing to the building and equipment of school laboratories and the appointment of an Inspector of Science and does not require the additional stimulus of this examination. The examination results do not reveal or stimulate the work of a school more effectively than the Matriculation results, and the Inspector's knowledge of the school is not substantially advanced by the examination. Indeed, the examination of a large number of individual pupils is no real part of an Inspector's work in a school inspection. It is his business to scrutinise the question papers and answers of the school periodical examinations and here and there to check their results by testing one or two pupils. Apart from this his time should be devoted to model lessons, watching the teachers at work, talks with the staff and survey of general organization and not to doing what the teachers have already done and the University is about to do.

12. If the abolition of the School Leaving Certificate scheme in its present form is accepted, it will then have to be decided whether we should proceed at once with the preparation of a scheme in accordance with the Government of India principles, and, if so, to what kind of a Committee this work should be entrusted. I think myself that the time has now come for such preparation and that if the Committee includes some of those who will subsequently take a leading part in our University affairs its time will not be wasted.

13. But even if this step is taken, several years must inevitably elapse between the abolition of the present scheme with effect from 1918-19 and the actual introduction of the new scheme. We shall have to consider, therefore, what steps, if any, will be necessary to secure during the *interim* period the present advantages of the School Leaving Certificate so far as Government service is concerned, *viz.*, the oral test in English, insistence on an Indian vernacular, and the guarantee of good conduct.

Secondary Education of the Mahomedan Community.

ADDITIONAL FACILITIES.

[Madras.]

The Government have had under their consideration for some time past the provision of additional facilities for secondary and higher education of the Mahomedan community. Considerable and gratifying advance in this respect has been made during recent years, the most important developments being those rendered possible by the recurring Imperial grant of Rs. 30,000 which was sanctioned in 1915 and allocated for the following purposes:—

(1) the reorganization of the Mahomedan subordinate inspecting agency, the posts of supervisors being abolished and the number of sub-assistant inspectors being increased from 6 to 11 with

a view to providing for Mahomedan elementary schools an adequate staff of inspecting officers and recruited from the community itself;

(2) the opening of new lower secondary schools for Mahomedans and subsidizing the Nellore Municipality to enable them to raise an Elementary Mahomedan School to the higher elementary grade;

(3) the payment of special grants for the entertainment of Munshis in three schools;

(4) the provision of eight new scholarships in secondary schools tenable by Mappillas, Labbais, Dudekulas and Jonagans and of four new collegiate scholarships open to all Mahomedans;

(5) the opening of a new Mahomedan training school;

(6) the improvement of the staff of the Madrasa-i-Azam and the Georgetown Lower Secondary school.

Mention may also be made of the special appointments of a professor of Arabic and an assistant in Persian which have been sanctioned at the Presidency College and of the raising of the Hobart Girls' school to the secondary grade.

The growing appreciation by the community of the importance of secondary education has also led it to realize how unfavourably it compares with other communities in respect of collegiate education and stimulated a demand, with which the Government sympathize, for a separate Mahomedan College. After full examination of the circumstances in regard to the college education of Mahomedans it seems clear to the Government that with a view to meeting the special circumstances and needs of the Mahomedan community throughout the Presidency, the first Mahomedan college should be located in the Presidency town itself. The Government have therefore decided that any financial aid which they are able to promise to the advancement of this branch of Mahomedan education shall be given towards the establishment of a college in Madras. The Madras Government earnestly hope that wealthy Mahomedans in this Presidency will by their generosity enable the first steps towards the establishment of such a college to be taken before long.

The establishment and maintenance of a college presupposes a vigorous development of secondary education and institutions as otherwise the necessary number of pupils will not be forthcoming. In consultation with leading Mahomedan gentlemen, therefore, the Government have decided to utilize the additional funds which can at present be made available for Mahomedan secondary education on the following schemes:—

(1) *Additional Secondary Schools.*—At present, there are, in addition to the Madrasa-i-Azam, two Government secondary schools for Mahomedans at Georgetown and Vellore. It is also proposed to take under the management of Government the Islamiah Secondary school at Tirchinopoly. Provision will now be made for opening two additional schools at suitable centres.

(2) *Additional Scholarships in Secondary Schools.*—At present, eight special scholarships are awarded every year for Mahomedan pupils in secondary schools. These scholarships are awarded every

year in the first form and continue throughout the secondary school course. Muhomedan pupils are also eligible for the open school scholarships. In view of the encouragement which the provision of special scholarships gives to poor but promising students, it has been decided to increase their number to sixteen.

(3) *Fee remission in Secondary Schools.*—It is also intended that in any system involving free admissions to secondary schools, poor Mahomedans shall receive special consideration.

(3) *Duplication of lower classes in Secondary Schools.*—With the limited funds at their disposal it is impossible for the Government to open special schools except in a few of the more important centres where the number of Mahomedan pupils under secondary instruction justifies such expenditure. Elsewhere however it may be possible to minimize the disadvantage under which Mahomedan pupils lie in respect of instruction in their own vernacular by duplicating the lower classes so as to ensure for them separate instruction in Urdu. It has been decided therefore to make financial provision for the duplication of classes on these lines next year in two selected schools.

EXCISE.

Excise Administration.

INCREASE OF DUTY AND RESTRICTION OF HOURS OF SALE.

[Madras.]

At the instance of the Board of Revenue, Madras, the Government have introduced the following changes in the administration of the revenue derived from country spirits for the year 1918-19:—

(1) The rates of excise duty at present in force are Rs. 5 per proof gallon in the districts of Ganjam, Vizagapatam, South Kanara and Malabar, Rs. 6-4-0 in the Ceded Districts and Kurnool (including Banganapalle), Rs. 8-12-0 in Madras and eleven adjoining villages of the Saidapet taluk, and Rs. 6-14-0 in the rest of the Presidency with the exception of certain special tracts. The rates will be raised for the ensuing lease to Rs. 6-4-0 per proof gallon in Ganjam, Vizagapatam and South Kanara, Rs. 10 in Madras and the Saidapet taluk, and Rs. 7-8-0 in the remaining areas with the exception of the special tracts.

(2) Restrictions are to be placed on the discretion of Collectors to open new shops or to close existing shops. Hereafter any case in which a Collector proposes to open a new shop, or reopen one which has been closed for a period of a year or more, or to reduce the number of shops in any local area by more than 5 per cent, should be referred to the Board of Revenue for sanction.

(3) The power of Revenue Divisional Officers to grant occasional licenses during fairs, festivals, etc., is to be withdrawn and reserved to Collectors.

(4) The period for which shops may be kept open for the sale of arrack will be limited to the interval between 9-30 A.M. and 8 P.M. and sales outside the prescribed hours are to be prohibited absolutely.

(5) Collectors will be empowered to close arrack shops within 3 furlongs of mills, factories and other large centres of labour; where this course is not practicable, Collectors may close the shops on week days from 11-30 A.M. to 1-30 P.M. and on the afternoons of pay days and allow sales on Sundays only between 11-30 A.M. and 4 P.M.

(6) Collectors will also be authorized to insert special conditions in licenses for the closure of shops during fairs and festivals and on market days, where such closure is necessary.

(7) The issue strength of arrack has been reduced from 30° to 35° under-proof and Collectors will be given discretion to license shops for the sale of 60° under-proof liquor only in competition with 35° under-proof liquor, the weaker liquor having an advantage of 10 annas per gallon proof in the duty.

(8) The employment of women in all abkari and opium shops, except members of the renter's family, is to be prohibited unless specifically sanctioned by the Collector in each case.

The Salem Excise Advisory Committee have recommended the closure of 11 out of the 14 arrack shops in the town, the removal of the shops retained to localities outside crowded areas, the closure of shops on market days and during certain festivals, restrictions on the hours of sale and the prohibition of the employment of women. This scheme is to be tried for a period of two years.

FOREST.

Report of the Forest Administration for 1916-17.

GOVERNMENT RESOLUTION.

[United Provinces]

General.

It is now widely recognized that the State forests of India constitute a valuable source of the potential wealth and prosperity of the country. This is peculiarly true of the United Provinces, where the forests cover more than a fifteenth of the whole area of the province, and in the absence of any extensive mineral deposits, agriculture and forestry must provide the raw materials for industrial purposes. The development, conservation and regulated exploitation of the provincial forests are therefore matters of the greatest importance. The Chief Conservator's report for the last year is an inspiring record of the good work that is being done in this branch of the administration.

Research and experiments.

To the lay reader, the most interesting chapters in Mr. Clutterbuck's report are those dealing with research and experiments, exploitation and financial results. Hitherto, forest revenues have consisted mainly of the incomes from timber and fuel and from the resin industry. Different varieties of grasses have yielded varying returns but systematic efforts were not made to utilize to the full the minor products of the forests. The Chief Conservator's report indicates how, specially under the stress of war conditions, attention is now being given to the exploitation of the many miscellaneous resources of the jungles. The *bhabar* grass of the Western circle has been sold for a more remunerative sum, and efforts are in progress for the artificial propagation of this grass in the extensive blanks in the central parts of the *tarai*. The project of a Government factory for making pulp out of *ulla* grass is in abeyance but inquiries have been received from private capitalists with regard to this material. A survey is being made of the various species of coarse grass in the low-lying tracts of the Bahraich division, which now have to be destroyed by fire after submersion during the rainy season, with a view to their utilization for the manufacture of cellulose. The experimental cultivation of *cassia auriculata* (tarward) in the Etawah and Bundelkhand forests, if eventually successful, will add to the tanning resources of the province. Investigations initiated by the Indian Munitions Board, in connection with the tanning research factory at Maihar and the Government tannery at Allahabad, are likely to lead

to the profitable utilization for this purpose of various products of our forests, such as the bark of *Bauhinia Vahlia*, the leaves of *Carissa Carandas*, *sal*, and *Anogeissus latifolia*, the bark of *Phyllanthus Emblica* and the fruits of *Zizyphus Xylopyrus*. A private factory has been established at Ramnagar for the manufacture of dyes and tan-extracts out of catechu and other forest produce of the neighbourhood. The enterprise promises to be a distinct success. In Kumaun, there are very favourable prospects of the establishment of a new cottage industry for the manufacture of tar distilled out of twisted chir, a tree which has so far been useless from the economic point of view. Experiments have been commenced to test the value, for carpentry, turnery, agricultural implements, bobbin-making and other purposes, of the large varieties of timber of less known species that are to be found in the forests of the province. Since the close of the year, a Forest Utilization Officer has been appointed whose main duty will be to stimulate and organize the utilization of the vast resources of the forests in this respect. Another new development which the Lieutenant-Governor welcomes has consisted of the establishment of depots in different places in Garhwal for the supply to peasants, at little over cost price, of agricultural implements made of tilonj wood (*quercus dilatata*). The match factory at Bareilly has had to close down owing to difficulties in the supply of chemicals, but His Honour hopes that the Company will be in a position at no distant date to re-start operations and to utilize the different kinds of timber that had been offered to it from the State forests.

Forest Administration.

GOVERNMENT REVIEW ON THE PROGRESS REPORT FOR THE YEAR ENDING 30TH JUNE 1917.

[Punjab.]

Forest offences.

Steady improvement in the relations between the people and the department is demonstrated by a marked decrease in the number of cases taken into court, the number of cases compounded, the number of cases of illicit grazing and the number of forest fires. Forest offences during the year fell from 10,512 to 9,357,—a figure which is 1,376 below the average of the last three years. The decrease was shared by every kind of forest offence, and was due chiefly to the good monsoon of 1916 and the exceptionally wet spring of 1917, which produced an abundant supply of fodder outside the forests. The year was therefore favourable to fire protection: there were only 160 fires, affecting 3,999 acres, against 18,511 and 41,578 acres in the two preceding years. His Honour is glad to see that only ten fires have been definitely classed as malicious, and that in Jhelum and Rawalpindi,

where there was only one fire so classed, the year seems to have been characterized by a welcome improvement owing largely to the recent concession of free grazing in reserved forests. There is now some reason to hope that the liberal policy which is being pursued will lead the people to accept the principle of communal responsibility for protection of the forests from fire, a principle which can be enforced only if the law is amended so as to permit communal punishment for fires proved to be caused by malice. A suggestion for such an amendment has recently been made to the Government of India. Meanwhile, the Lieutenant-Governor agrees with the Conservator that much may be done towards associating the people with the working of the department by providing the villagers with remunerative employment in the forests on the lines which have proved successful in the Murree and Kahuta tahsils. The opposition to forest conservancy, as the Conservator indicates, is mainly economic in its origin, and this fact is being recognised by the department.

Timber.

The quantity of timber extracted fell from $9\frac{1}{2}$ to $8\frac{3}{4}$ million cubic feet and that of fuel from 30 to 29 million. There was a small decrease in the amount extracted by departmental agency, but His Honour agrees with the Conservator that this branch of the department's work will have to be greatly extended in the near future. The war has greatly stimulated the demand for timber and it is practically certain that after the conclusion of peace, Indian railways will require large quantities for conversion into sleepers. Sir Michael O'Dwyer understands that expert opinion now generally takes the view that direct management by the department would yield a better return from the hill forests, which are remote and difficult to work, than the system of leasing large areas to contractors, and it was largely owing to this consideration that he recommended the re-organisation and strengthening of the superior controlling staff which has now been sanctioned by the Secretary of State. Under the industrial conditions now prevailing in the Punjab, the difficult problems of extraction and transport, on the solution of which the fuller utilisation of the immense potential resources of the Himalayan forests mainly depends, can be best dealt with by the expert agency of the department. A beginning has already been made in the substitution of mechanical transport for carriage by bullock-carts and camels, and a rapid advance in this direction may be expected when materials become available. But larger problems will inevitably arise in the near future, and steps have consequently been taken to secure for the Punjab the services of two expert Forest Engineers.

LOCAL SELF-GOVERNMENT.

District and Local Boards.

GOVERNMENT RESOLUTION ON THE REPORT FOR 1916-17.

[Bihar and Orissa.]

General observations.

The District Boards have continued on the whole to do practical and useful work during the year. But it is doubtful whether they have all yet fully realized the increased opportunities afforded by the extra funds now placed at their disposal. His Honour in Council desires to impress upon all Boards the necessity of sound budgetting as the basis of their activities. The very large unspent balance with which many of the Boards open and close the financial year indicates that they have not yet learned to anticipate requirements or welcome prosperity when it arrives, the balances being altogether out of proportion to their income. There is in some cases also reason to fear that money is wasted by insufficient inspection of works under construction and by the haste with which District Boards are still apt to pass bills for payment towards the close of the financial year. The root of these defects is to be found in a defective system of budgetting. There is too great a readiness to accept any scheme proposed without proper examination of its real necessity and ultimate cost and to allot funds on a scale sufficient merely to start a work instead of to complete it within the budget year. The result is that a large number of works are started in different parts of the district and the construction of each of them is spread over two or three years. Consequently when the time for preparing the next budget comes, it is found that no provision can be made for really urgent works because of the necessity of providing funds to finish uncompleted works in progress.

His Honour desires once more to impress on Boards the importance of attending to the village sanitation and rural water-supply in their districts. It is under contemplation to empower District Boards and Sanitary Officers of equal standing with the Municipal Health Officers whose duty it will be to deal with epidemic diseases, such as plague and cholera, to superintend the sanitation of fairs and bazaars and to supervise the work of a subordinate staff in rural areas. The Lieutenant-Governor in Council notices with disappointment the slow progress made in the establishment of Union Committees in this Province. Training in Self-Government must begin from the bottom. In addition to the means it affords of procuring improved sanitation, the Union Committee offers the best practical school for the rural population to learn the sense of social inter-dependence and civic

responsibility. The growth in the number of Union Committees in Bengal during recent years has been rapid and the Lieutenant-Governor in Council hopes that the District Boards of this Province will imitate the good example of the neighbouring Presidency and encourage Unions by liberal grants. Villages in which co-operative societies have flourished promise a good field for the establishment of Unions and the combination of a co-operative society and a Union Committee in the same village should produce fruitful results.

District Councils and Local Boards.

GOVERNMENT REVIEW ON THE ANNUAL REPORTS FOR 1916-17.

[Central Provinces.]

Meetings and Attendance.

Out of a total of 139 meetings held by District Councils and District Boards, 10 proved abortive for want of a quorum, while out of 690 meetings held by Local Boards 78 similarly failed. The average non-official attendance was under 50 per cent in 19 District Councils and Boards and 59 Local Boards. Several of the local bodies have members who never attend a single meeting. Dummies of this kind should be rigorously eliminated and deprived of any prestige which they may enjoy as members; they are not merely useless, but are positive obstacles to any advance in Local Self-Government in so far as popular interest in such an advance is to be judged by evidence of its existence. The provincial average of attendance of non-official members at meetings of the District Councils and District Boards has fallen from 46 to 41 per cent, but apart from the existence of plague at some headquarters, no special reasons are given for the pooriness of the attendance. There is perhaps some excuse for this in the case of Local Boards; the powers of these bodies are still trifling; some districts do not contain sufficient material to man the Boards adequately; distances to be travelled are often long, and as observed in last year's review, meetings in some districts are convened too often. But the District Councils are supposed to contain the best men from among the Local Boards, and from these men at least more interest in administration might reasonably be expected. The general apathy is redeemed here and thereby laudable examples of energy and even self-sacrifice, and the Chief Commissioner has read with great pleasure Mr. Standen's appreciation of the work done by the non-official Vice-Chairmen in Berar.

Education.

It is satisfactory to find that education (specially primary education) continues to receive a very large share of the Councils' attention and to absorb a large share of their funds, and the Councils' efforts,

supported by liberal grants must have gone a great way towards providing schools where they were most needed. The District Boards in Berar have obtained sanction to doubling of the education cess and to the imposition of an educational cess on non-agricultural incomes. The former is about to be collected; the rules for the assessment of the latter are under consideration. In some districts it is reported that there is a decrease in the number of boys on the rolls, which is explained as being due in some measure to epidemics of plague and cholera. An attempt was made in Berar to minimise the interference of plague with instruction by starting open-air classes in plague-infected villages, but although this worked fairly well in large villages, elsewhere the people scatter over such wide areas that it is very difficult to secure attendance. In the Betul, Nimar and Mandla Districts there was a marked decrease in the number of girls attending boys' schools, while in the Chatisgarh division, and in the Saugor and Damoh districts, the number has increased. In Buldana it is reported that the experiment of paying bonuses to masters for inducing parents to send their girls to boys' schools has proved very successful.

Medical and Sanitary Work.

In recent years Government has made substantial grants for the improvement of the village water-supply by the provision of wells, and the grant during the current year is one of half a lakh. The distribution of the money is left to Commissioners of Divisions with reference not only to the needs of the different districts, but also to the capacity of their councils for spending it usefully. As stated in last year's report, the whole question of the distribution of grants for rural sanitation was considered at a conference of Commissioners at Pachmarhi, and it was decided that in order to get the best and the quickest results, the grants should be concentrated in one or more station-house areas in each division, so as to complete the work in those areas within a short period of time.

Civil Works.

In the past, the execution of works has largely been hampered by the dearth of contractors, but it is believed that the unwillingness of contractors to undertake work for the local bodies has been caused by the delay which has occurred in the payment of their bills, owing to the necessity of waiting till the Chairman or member in charge has inspected the work. To remedy this difficulty, and the delay that results from it, the account rules have now been amended so as to permit the payment of bills other than final bills, on countersignature by the Local Fund Engineer, or, in some cases the District Supervisor. The experiment throws great additional responsibility on these officers and will have to be carefully watched, but if it is successful it should result in great improvement.

Powers of the Councils.

Towards the close of the year under report, the District Fund Account rules were completely revised, the financial powers of the Councils and of their officers being enlarged in numerous particulars. Further enlargement of powers is provided for in the new Local Self-Government Bill, which has been introduced in the Legislative Council. Its provisions regarding the levy of local taxation are important and cannot fail to make members of the District Councils realise that a great advance has been made in removing the reproach of unreality which is so often brought against Local Self-Government. It may be hoped, too, that the new sense of power and responsibility, which this legislation, should induce, will stimulate interest and participation in the executive work of the local bodies, which at present depends too often on the attention that Government officers are able to give it. In time, too, though this may be distant, some interest may even be roused among the electorate, which will be considerably expanded under the proposed legislation.

Municipal Committees.**GOVERNMENT REVIEW ON THE REPORTS FOR THE YEAR 1916-17.**

[Central Provinces.]

Elections.

Generally speaking, it may be said that there is greater interest in Municipal elections than was the case a few years ago; much of this interest is undoubtedly due to the fact that the elections may indirectly affect those for the Provincial Legislative Council, but there are also signs that the tax-payers are beginning to realise that the *personnel* of the Committees is a matter that affects their own interests within the Municipality; at Damoh and Saugor for instance, tax-payers' associations have been started.

Income.

The receipts from octroi fell from Rs. 8,86,834 to Rs. 8,00,763 and refunds decreased from Rs. 4,34,620 to Rs. 4,07,652. The terminal tax which was previously in force only at Wardha and Gandarwara, was introduced in the Harada, Narsinghpur and Amraoti Town Municipalities during the year under report and is reported to have had satisfactory results in all these places. This system of taxation is gaining in popularity, and proposals for its introduction in other Municipalities are under consideration. Terminal Taxation differs from octroi in that, unlike the latter, it is not confined to commodities imported for consumption within the limits of the Municipality itself. It is thus possible that proposals for its introduction may be influenced by the possibility of the town living partially at the expense of the country-side. Any such tendency must be carefully watched, and the Local Administration will not ordinarily accept proposals for

this form of taxation if accompanied by proposals to reduce existing Municipal taxation.

Local Boards and Union Panchayets.

GOVERNMENT REVIEW ON THE ANNUAL REPORT FOR 1916-17.

[Madras.]

District Boards.

At a meeting of the Legislative Council held on the 7th February 1917, a resolution suggesting that in all the important District Boards, the Vice-Presidents should be elected by the non-official members from among their own number was, after some discussion, withdrawn on an assurance from the Government that they were prepared to introduce in four districts the experiment of allowing the Vice-President to be elected in accordance with the Madras Local Boards Act, 1884; and this privilege has since the close of the year been conferred on the District Boards of South Kanara, Bellary, Madura and Nellore.

At the meeting of the Legislative Council held on the 24th November 1916, the Government accepted a resolution suggesting the extension as far as possible of the principle that the Presidents of Taluk Boards should be non-officials and instructions have been issued to Collectors to submit proposals accordingly whenever non-official gentlemen are available.

Union Panchayets.

There are union panchayets in the more important villages in all districts except South Kanara and the Nilgiris, the total number at the close of the year being 411 against 408 in the previous year. In the unions constituted under the Local Boards Act, the Chairmen of the panchayets have hitherto all been appointed by the Presidents of the Taluk Boards; but it has been decided to make the office elective in some of the more advanced, and to extend the system of election of members by the tax-payers which was introduced in 1912-13.

Taxation.

The average incidence of local fund taxation including tolls, works out at As. 4-3 per head of population according to the census of 1911, against As. 4-1 in the previous year; excluding tolls it was As. 3-5, against As. 3-4. If tolls are included, it was, as usual, highest in the Nilgiris (As. 8-4) where the population is sparse and income from land cess small. Excluding tolls, it was highest in the Godavari (As. 7-1) and Kistna (As. 6-10) districts in both of which a special railway cess is levied and the receipts from the ordinary land cess are exceptionally large. In Koraput the incidence was only As. 1-9 per head; elsewhere it ranged from As. 2-7 in Malabar to As. 5-6 in Guntur.

MISCELLANEOUS.

Hyderabad Administration.

EXTRACTS FROM THE REPORT FOR THE YEAR 1325 FASLI (7TH OCTOBER 1915 TO 5TH OCTOBER 1916).

Excise Reforms Introduced.

The extension of the minimum guarantee system was made to all the districts in the State with the exception of Adilabad. It is not intended to continue this system, however, as a permanent arrangement. It is only a stage in the general reform of the Department.

Forests.

His Highness' Government regret to learn that natural reproduction in the State Forests is far less than it should be owing to fires and overgrazing, but an Act intended to improve conditions in this respect is at present before the Legislative Council. The most important change in the forest administration during the year under review has been the revision of the State Forests into two circles, each under a separate Conservator with a subordinate staff practically on the same lines as in British India.

Another interesting feature of the forest administration during the year under review was the opening of a forest school at Nizamabad for the training of Rangers.

Criminal Justice.

For three years in succession the attention of His Highness' Government has been drawn in this Report to the number of false cases instituted on the complaint of private individuals as evidenced by the high percentage of convictions in Police cases and the very low percentage of convictions in the total number of cases. The Judges of the High Court were desired to offer some opinion on these figures, in their annual report; but the report is again silent on this point.

Agriculture.

Thirty-eight thousand acres were sown with long staple under the direction of the Department and arrangements were made with the Bombay Mill-owners to purchase the crop at a considerably higher price than is ordinarily offered for Hyderabad cotton. It is stated that the arrangements were successful and that the raiyats secured an enhanced profit of some Rs. 7-8 per acre as compared with the profit on short staple. If such a profit can be secured as a permanent arrangement, there is little doubt that the raiyats will welcome the

substitution of long staple for short staple and take advantage of all facilities offered by the Department for the supply of seed.

His Highness' Government are glad to learn that agricultural associations are springing up in different parts of the State.

Co-operative Credit Societies.

During the year under review, a most important change has been made in the type of rural societies. Up to the end of 1324 F. all societies were formed on the Raiffeisen system, the principles of which are unlimited liability, absence of share capital and compulsory deposits. The new societies founded in the year under review are mostly on the lines of the Luzzatti system with share capital payable by instalments. Three non-agricultural societies were registered during the year. One is in the Gulbarga district with unlimited liability. The other two have been formed by the staffs of the City High School and the Normal School respectively.

PUBLIC SERVICE.

Acceptance of Presents.

GOVERNMENT CIRCULAR TO PUBLIC SERVANTS.

[Punjab.]

The Chief Secretary to the Government of Punjab has sent the following letter to all officials serving under the Punjab Government :—

In Punjab Government circular No. 1108-S. (Home Genl.), dated the 25th June 1914, attention was drawn to rule 2 of the Government Servants' Conduct Rules, which prohibits Government servants from accepting any gift, except a complimentary present of fruit or flowers or similar articles of trifling value and directs that even such complimentary presents should be discouraged. It was stated that His Honour believed that most officers would be glad to see the practice of giving *dalis* totally prohibited as a troublesome nuisance. This opinion the Lieutenant-Governor still holds and he is aware that in the great majority of cases officers in accepting *dalis* sacrifice their own feelings in order to spare those of the men who present the *dalis*. There are, however, other aspects of the matter. The Lieutenant-Governor has some reason to believe that even men of intelligence and position sometimes believe that the presentation of a *dali* is likely to influence an officer in favour of the man who presents it, and insinuations are made that the *dali* at times contains a good deal more than appears to the eye. Such insinuations are easy to make, but they are not so easy to refute because the officer to whom the *dali* is nominally presented, probably never looks at it, and it is usually divided up amongst his servants and chaprassis who, naturally, encourage a practice which is to their advantage. The evidence in recent bribery cases also shows that the *dali* is at times used as a vehicle for bribes which are offered in this way through the medium of servants and chaprassis. The position, therefore, is an unsatisfactory one and it has become unsatisfactory largely owing to unwillingness to wound Indian susceptibilities. But the Lieutenant-Governor has come to the conclusion that the attitude of officials is liable to be misunderstood and misrepresented, and he considers that scruples of the kind indicated should no longer stand in the way of absolute prohibition. He is, therefore, pleased, with the approval of the Government of India, to direct that for the future any *dali* or gift that is offered by or on behalf of an Indian to any Government official should be refused, even at the risk of giving offence. It is believed that if these orders are made generally known, the public will not be slow to accept them and officers will be saved from any feeling of embarrassment or imputation of discourtesy in giving effect to them.

These instructions are not to be given an application beyond their obvious meaning. Every British official who lunches or dines with an Indian friend in a sense accepts a gift from him, but it is no part of the Lieutenant-Governor's intention to place restrictions on friendly social intercourse of this sort. On the contrary he is glad to think that the interchange of hospitality between Europeans and Indians is on the increase. This letter is not being addressed to Political Officers. Where Native States are concerned existing rules will continue to apply. Ceremonial presents will be deposited in the Toshakhana and complimentary gifts of fruits, flowers, etc, of trifling value, may be accepted, but should be discouraged as far as possible.

PUBLIC WORKS.

Re-organisation of the Public Works Department.

REPORT OF THE GOVERNMENT OF INDIA COMMITTEE.

In November 1916, the Public Works Department Re-organization Committee was appointed to examine the methods under which public works are carried out and whether private agency might not be suitably substituted for departmental agency in much of the work that at present is carried out by the Public Works Department.

The following extracts are taken from the Committee's report recently published :—

Transfer of Public Works to District Boards recommended.

We (the Committee) are strongly opposed to the proposal for the transfer of District Board works to the Public Works Department. The centralisation of such work in a Government department would result in a serious discouragement to Local Self-Government, which it is the policy of Government to advance. One of the important recommendations of the Committee appointed by the Government of Bombay to consider and report on the extension of the principles of Local Self-Government is that District Boards should employ their own engineering establishments for the execution of their works, but whilst this would be a considerable advance on the present backward state of affairs in that presidency, we do not consider that it goes far enough as a declaration of ultimate policy. The general trend in the advance of Local Self-Government in all countries is for the transfer of public works from Government to local bodies, and we recommend that it should be the declared policy in India to transfer public works (excluding irrigation which was outside the scope of our reference) from the Public Works Department to local bodies. Important advantages of this change will be that it will give to local bodies a considerable share in setting the lines of development of the tracts for which they are appointed, and will bring public work into proper relation with the district and divisional administration. We believe that District Boards will welcome such an extension of the share of Local Self-Government, and that at least in advanced districts they can be entrusted with this duty under proper safeguards.

Proposed arrangements for Roads and Buildings.

The Royal Commission on Decentralization has recommended that " routes of general trade or through traffic should be maintained by Government, that the main local roads should be a charge of District Boards, that Sub-District Boards should be responsible for minor

roads, *i.e.*, those within the tahsil or sub-district area." Whilst this may be a suitable classification from the standpoint of financial responsibility, we are opposed to any arrangement involving the employment of three separate engineering establishments for the maintenance of different classes of roads in the same area. We recognise that Government must secure the efficient maintenance of the main through routes of communication, important from military, trade or other considerations, but this does not necessarily involve the entertainment of a separate engineering staff for that purpose. In our opinion, the maintenance of all roads, under proper safeguards, should in principle be the function of local bodies, and the policy of Government should be directed towards the eventual introduction of this system in its entirety. It has worked satisfactorily in the Madras presidency, where we have no reason to believe that the roads are less efficiently maintained than in other parts of India, and with the advance of Local Self-Government we recommend that the same system should be gradually extended to other provinces.¹ Similarly, we consider that the preparation of projects for new roads and their construction should not ordinarily be beyond the capacity of the District Board engineering establishment, subject to the supervision of the inspecting staff recommended in our organisation.⁴

If this view is accepted, it follows that Government buildings should ordinarily be entrusted to the same agency, in order to avoid unnecessary duplication of staff. We, therefore, also recommend that the construction of buildings required by Government should generally be entrusted to local bodies. Exceptions would, of course, be made of large important building projects beyond the competence of the District Board engineering staff, and similarly it will probably be convenient for Local Governments to maintain under their own control Government buildings situated at the headquarters of the province and any other important building centres sufficiently large to form a separate charge. Provision for such purposes is made in our scheme for the reorganisation of the Public Works Department.

As regards the maintenance of Government buildings, we are strongly impressed with the desirability in any case of relieving the engineering staff of this mass of petty repairs work, which requires no engineering skill, absorbs an undesirable amount of the time and energy of the trained staff, and has a deadening effect on their technical skill. Much of the evidence received by us recommends that each department should be responsible for the ordinary annual repairs of the building occupied by it, an arrangement that is already in force in some provinces in the Police and Jail Departments. The main arguments urged against this proposal are that it would absorb too much of the time of officers to the detriment of their more important duties, and that the scarcity of reliable petty contractors necessitates some expert supervision even for simple repairs. We are not impressed by these arguments, and although some difficulty may be experienced at the start we recommend that the ordinary annual repairs of Government buildings should generally be entrusted to the department occupying them, not as disbursing officers under the

Public Works Department, but under a system of contract grants fixed with reference to the class of building and to the average cost of past maintenance at a percentage of the capital cost and placed at the disposal of the department like other contract contingent allotments. The buildings should be inspected at suitable intervals by an Engineering officer in order to certify to their condition. Exceptions might, if considered desirable, be made, of considerable groups of buildings at the headquarters of an Engineering officer of the District Board or Government establishment where supervision would not cause so much interference with other duties. It may also be desirable for special reasons to exclude officers' residential buildings from this arrangement. We are opposed to any arrangement under which a department would entertain any separate permanent technical building establishment, and therefore consider that special repairs, or additions requiring professional supervision, should be carried out in the same manner as original construction.

In tracts provided with Government irrigation an alternative arrangement would be for the officers of the irrigation branch of the Public Works Department to take over Government roads and buildings, which is already done in some provinces and which might be a suitable course provided that the works are conveniently situated within their charges and will not interfere with their own legitimate duties, but we recognise that difficulties arise owing to irrigation charges not coinciding with district boundaries and from the multiplication of the duties of an irrigation specialist, and as we were precluded by our terms of reference from inquiry into the working of that branch, we make no recommendation on this point.

*Financial arrangements for the transfer of works to
Local Bodies.*

When Government works are thus made over to local bodies, it will be necessary for Government also to transfer the requisite funds to the local body concerned. In our opinion, the assignment should cover not only the cost of original works and the average cost of maintenance, but also the cost of the additional establishment that it will be necessary for the District Board to employ on this account, calculated at a percentage of the expenditure on works. It will be desirable to revise the amount of the assignment for recurring charges at stated intervals of (say) five years, with reference to past actuals. We consider that the local body should be required to keep the financial accounts of public works in such form as the Local Government may direct, which should include a ledger account of assignments for particular works. Whilst we recognise the advantages of lump sum grants to local bodies for purposes within the sphere of their own functions, in order to allow freedom of decisions as to the objects to which funds should be devoted, this does not apply to individual public works undertaken by them on behalf of Government.

System of Administration.

In provinces other than the Central Provinces the District Officer is ordinarily the Chairman of the District Board, and witnesses in favour of the transfer of Government works to District Boards generally consider that the interests of Government in the Administration of public works will be adequately safeguarded so long as this continues. But in some provinces an advance in Local Self-Government is contemplated by the appointment of a non-official Chairman elected by the Board, and under such conditions it is generally recognised by those who gave evidence before us that for the present at all events some alternative method is desirable for the representation of Government interests on the body entrusted with Government works. A proposal was made by the Commissioner of the Central Provinces for the creation of a separate Board of Works for each district, composed of representatives of all the interests concerned, including Government, the District Board and Municipalities, which should be entrusted with the management of public works. Although this proposal has several advantages, we deprecate the creation of another public body in each district, which would interfere with the functions of existing bodies, and we prefer an arrangement under which the management of public works would be delegated by the District Board to a Committee of its members, on which the head of the district would also sit as Chairman, even if not a member of the District Board. Subject to its general control, the District Board would be required to delegate to this Committee the powers necessary for the management of all public works, including the power of appointment of the subordinate staff. We do not recommend that the Inspector of Works should be a member of this Committee, but he should attend meetings when invited to do so or when his presence may be helpful, and give his advice. All inspection reports and recommendations of the Inspectors of Works should stand referred to the Committee.

Organisation of Staff.

District Engineers.—An essential feature of our scheme is that each District Board should employ a District Engineer of sufficient qualifications, together with the necessary subordinate establishment, to carry out all ordinary public works required both by the District Board and by Government. Districts vary considerably in the importance of their public works, but in all except backward tracts the joint expenditure will usually be large enough to justify the employment of a competent trained engineer. We recognise that the salary must vary from province to province and from district to district in accordance with local conditions, but as a general guide we suggest the following scale as likely to meet requirements :—

| | Rs. |
|---------------------|--------------|
| 1st class districts | 800-40-1,000 |
| 2nd class districts | 500-40-700 |
| 3rd class districts | 300-20-400 |

We are opposed to any arrangement under which the District Board Engineer will receive separate allowances for Government works, the system at present in force in Bengal and Bihar; he should be a whole-time officer of the Board, paid as such and responsible for all public works entrusted to him.

Some witnesses have recommended that all District Board Engineers of a province should be formed into a service, under which an officer would start in a less important and be promoted in due course to a more important district, on the grounds that such a provincial cadre would have the advantage of securing a regular flow of promotion and would obviate the evil of an engineer spending his whole service in one district with little or no promotion. But this arrangement would restrict the powers of District Boards in the selection of their engineer, which would in our opinion be an undesirable interference with Local Self-Government, and would weaken their responsibility for the efficiency of their staff. Difficulties would be likely to arise over transfers ordered by the Local Government, for a District Board might be unwilling to part with its engineer and accept the proposed transfer, and it would practically involve the creation of a new Government service somewhat similar to the Public Works Department. In our opinion, the disadvantages outweigh the advantages, and we recommend that each District Board should be free to recruit its engineer in the open market from the best candidates available in India. We believe that in practice this will secure one of the advantages claimed for a provincial cadre, because engineers who have proved their worth in small districts will naturally be considered favourably as candidates for the posts in larger districts.

At the same time some Government control over the appointment, dismissal and emoluments of District Board Engineers is necessary to secure the interests of Government and the efficient working of the scheme, and we recommend that the professional qualifications and the scale of pay for the different classes of District Engineers should be prescribed by the Local Government, that each appointment should be subject to the approval of the Commissioner, that the dismissal of a District Board Engineer should be subject to similar approval and that the Local Government should have the power to require a District Board to dispense with the services of a District Board Engineer who, in their opinion, is unfit to hold the appointment. In most provinces these powers already exist.

Inspector of Works.—For the proper control of public works under our scheme, we consider it necessary to provide a Government service of Inspectors of Works who would be qualified engineers of experience competent to guide professionally the operations of District Boards and to safeguard the interests of Government. They should ordinarily be recruited from selected District Board Engineers, but we would not wholly restrict recruitment to that source if better candidates are available from outside. At the outset we recommend that there should be one Inspector of Works for each Commissioner's division.

We do not consider it desirable to give to Inspectors of Works powers of direct control over District Boards or their engineering staff; their functions should be advisory, control being exercised by the Commissioner and Local Government. Their position should be that of technical adviser to the District Boards and to the Commissioner.

Chief Engineer and Specialist Staff.—We do not purpose any material alteration of the central organisation at the headquarters of the province. The Chief Engineer will remain the head of the department, on Rs. 2,500-50-2,750, with a personal assistant of the status of an Inspector of Works, and will control the Inspector of Works, from which branch of the service he will ordinarily be selected. He will be assisted by three specialists for Sanitary, Architectural and Electrical Engineering, where the provincial conditions justify their employment.

Recommendations for immediate progress.

Whilst recommending that the policy of Government should be to transfer Government works to local bodies, we recognise that this cannot be carried out on a large scale at once, and that progress towards this end must be gradual. It remains for us to state the provinces in which we consider that local conditions are sufficiently advanced to warrant an immediate commencement. In our opinion, Local Self-Government has already progressed sufficiently to justify its introduction in the more advanced districts of Madras, Bengal and Bihar and Orissa, where the District Boards employ an engineering staff for their own works, and are in charge of nearly all the roads. In Madras, Government buildings should be made over to the same agency instead of remaining with a separated irrigation branch. We also recommend that the petty irrigation works at present in charge of the Collectors may be made over to the District Boards, and in addition some of the scattered minor irrigation tanks managed by the irrigation branch. In our opinion, the present arrangement is unsuitable, and in order to give the District Boards a living interest in the maintenance and development of these small irrigation works, we recommend that the District Board should be given a liberal percentage of the irrigation revenue derived therefrom. In other provinces such small irrigation tanks are generally not Government property, and are managed by their owners or the village community. In the Central Provinces and Berar we consider that local conditions are also suitable for the introduction of the system in the more advanced district, particularly of Berar, and that it will give better results than the present arrangement of Divisional Local Fund Engineers. A trial may also be made in a selected Commissioner's division of the Punjab, and a start might possibly be made in some districts of Assam. In Bombay and the United Provinces the District Boards have not hitherto even undertaken their own public works and we recommend that a substantial advance on this backward condition of Local Self-Government should be made by the introduction of our

scheme in selected Commissioners' divisions. No District Boards exist at present in Burma, but if and when they are introduced our general policy will doubtless be considered.

*Recommendations for the encouragement of private enterprise
in the execution of Public Works.*

At present the number of regular contractors and contracting firms available in India for the execution of public works is very limited, but we recommend that the policy of Government should be directed to the encouragement of the growth of such a class. We are of opinion that this can most suitably be done by inviting tenders for complete works and by the introduction of the system of lump sum contracts, and our recommendations are therefore framed on these lines. We realise that advance must be gradual, but we believe that, if our proposals are accepted, a class of contractors will grow up to whom it will be possible to entrust work without the necessity for the present detailed subordinate supervision.

Original Works.—We recommend that tenders should invariably be invited in the first instance for the complete work in the case of a building, or for a substantial contract in the case of a road, and that if such tenders are received, the whole work should be given to a single contractor, even if the resulting cost is likely to prove somewhat greater than that at which it would be possible to execute the work by piece-work. We further consider that it should be incumbent on the officer empowered to accept the tender to record for the information of his superior officer his reason for refusing any tender for a complete work and accepting a tender for a part only of the work.

We also recommend a more extensive use of the lump sum contract, and consider that the introduction of this system in its entirety is the ultimate policy to be aimed at, by lump sum contract being understood a contract for the complete execution of a work at a fixed sum accompanied by a supplementary schedule of rates upon which additions or deductions can be calculated. The form of contract should lay down that the contractor must set out the work himself and maintain a whole-time competent foreman on it, and should also specify a time-limit. The terms of the contract should be rigidly adhered to, and no revision of the fixed sum permitted on the grounds of omission or mistake. We believe that this system will lead contractors to employ qualified staff, since under it the contractor will be responsible that the classes of workmanship and materials are in accordance with the specification (a responsibility which at present rests mainly with the officers of the department) and thus lead eventually to the reduction of the Government supervising establishment. In view of past practice, we consider that due warning should be given to all contractors, if necessary by public notice, that no revision of the terms of the contract will be permitted after once the tender has been accepted. There will probably be little or no saving in supervision at the outset but this will come in time, and we recommend on this ground that preference should be given to lump sum

contracts, provided the contractor is reliable, even if the cost of the work is thereby somewhat enhanced. Two arguments have been raised against this system, firstly, the increased risk of litigation inherent in a lump sum contract, and secondly, the fact that contractors may send incompetent supervisors to take charge of works at a distance from their principal place of business. In regard to the first there is a possibility of litigation at the outset, but litigious contractors will cease to be employed and the evil will hence cure itself. As to the second, if contractors are so blind to their own interests, they will be responsible for the failure of private enterprise generally and their own in particular.

Compulsory retirement of inefficient Officers.

The question of the compulsory retirement of inefficient officers was dealt with at some length, more especially in regard to the Indian Civil Service, by the Decentralisation Commission, and the Secretary of State has since passed orders on the subject. These orders enunciated his power to order the retirement of any officer definitely proved unfit for further advancement. The same principle has since been made applicable to the Public Works Department, and inefficient officers may now, with the approval of the Secretary of State, be removed from the department at any stage of their service, a pension being granted where the circumstances justify such a concession. The Public Services Commission laid stress on the importance to the services of a strict and regular application of these principles and with this conclusion we are in entire agreement.

Proposed Promotion Board.

As already stated, we are of opinion that, in the past, sufficient attention has not been paid to the principle of selection in making promotions to the administrative grades, and that Assistant Engineers have been promoted to executive rank before they were qualified to act as efficient Divisional Officers. We realise that the position of the head of the department is, in such cases, difficult, since to mar the career of any officer by supersending him is a step which would naturally only be adopted with reluctance, and a heavy responsibility rests on the Chief Engineer in recommending such supersession. It is probably due to this fact that excessive leniency has been shown in the past, and we fear lest, if the present system be allowed to continue, the same may be the case in future. For this reason we consider it advisable to remove the onus of recommending supersessions from the shoulders of an individual, and to entrust all substantive promotions to executive or administrative rank to a Board, the recommendations of which would naturally be more impersonal than those of a single officer. Such a Board might suitably consist of the Chief Engineer, a selected Superintending Engineer and an experienced Administrative officer of another department. Promotions would be made after a consideration of the reports of all the eligible candidates, and the Board would have power to call for explanations,

should they so desire, from any of the superior officers whose remarks required further expansion or elucidation. They would also examine the reports of all officers whose name were likely to come before them during the following year or two and might even, in the case of conflicting remarks by two or more of such an officer's superiors, recommend his transfer so as to obtain the benefit of a further opinion before his time for selection fell due. In this manner they would be enabled to collect reliable data before arriving at their final recommendations. We desire to make it clear that our proposal is not in any way to be regarded as an attempt to trench upon the legitimate authority of the Chief Engineer as head of the department, but is intended to relieve that officer of the very difficult position in which he must, under existing circumstances, often find himself, and to entrust the exercise of patronage, at all times one of the most anxious of duties, to a Board rather than to an individual officer.

Cost of establishment in the various Provinces.

We have collected statistics showing the extent of the charges of the different classes of officers, the relative cost of establishment, both for direction and construction, to work executed and the staffs employed. The figures in the table below relate to the triennium 1911-12 to 1913-14.

| Extent of charges. (Irrigation and Buildings and Roads Branches) | | | | | | | |
|--|--------------------------|--------------------------------|---------------------------|----------------------------------|-------------------------------|--------------------------------------|--------------------------------------|
| Province | Superintending Engineers | | Executive Engineers | | Sub-Divisional Officers | | Average expenditure per sub-division |
| | Average area per circle | Average expenditure per circle | Average area per division | Average expenditure per division | Average area per sub-division | Average expenditure per sub-division | |
| | | | | | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | |
| | Sq. miles | Lakhs of Rs. | Sq. miles. | Lakhs of Rs. | Sq. miles. | Lakhs of Rs. | |
| Madras | 20,538 | 14.87 | 4,689 | 3.35 | 1,123 | .81 | |
| Bombay | 26,566 | 34.70 | 4,275 | 5.11 | 686 | .82 | |
| Bengal | 22,747 | 17.76 | 7,240 | 5.85 | 1,574 | 1.27 | |
| United Provinces | 18,777 | 16.04 | 3,852 | 2.26 | 1,252 | 1.06 | |
| United Provinces (buildings and roads only) | 26,817 | 23.27 | 7,151 | 6.14 | 2,024 | 1.74 | |
| Punjab | 10,526 | 19.29 | 2,198 | 3.95 | 912 | 1.68 | |
| Punjab (buildings and roads only) | 32,208 | 19.84 | 7,433 | 4.72 | 2,634 | 1.70 | |
| Burma | 36,548 | 17.23 | 7,462 | 3.92 | 2,950 | 1.55 | |
| Bihar and Orissa | 16,633 | 12.53 | 5,543 | 4.18 | 1,363 | 1.03 | |
| Central Provinces | 41,947 | 24.80 | 9,322 | 5.51 | 2,099 | 1.24 | |
| Assam | 42,829 | 33.24 | 8,781 | 6.03 | 2,364 | 1.62 | |
| Average | 22,303 | 19.29 | 4,966 | 4.19 | 1,349 | 1.16 | |
| Average (excluding United Provinces and Punjab Irrigation branches). | 27,897 | 20.36 | 6,421 | 4.70 | 1,567 | 1.15 | |

| Province | Cost of Establishment (Buildings and Roads only) | | | | | | Upper subordinate establishment (Both branches) | |
|--|--|--------------------------------------|--------------------------------------|----------------------------------|----------------------------------|-------------------------------|---|--|
| | Average annual cost of works | Average annual cost of establishment | Percentage of establishment to works | Average annual cost of direction | Percentage of direction to works | Sanctioned permanent strength | Temporary Upper subordinates | |
| | 8 | 9 | 10 | 11 | 12 | 13 | 14 | |
| Madras | Lakhs of Rs. 64.14 | Lakhs of Rs. 13.51 | Per cent. 21.0 | Lakhs of Rs. 2.20 | Per cent. 3.4 | No. 318 | No. 190 | |
| Bombay | 110.44 | 16.50 | 14.9 | 3.48 | 3.1 | 249 | 93 | |
| Bengal | 68.73 | 11.45 | 16.6 | 3.20 | 4.7 | 71 | 11 | |
| United Provinces (buildings and roads only) ... .. | ..... | .. .. | ..... | ..... | ..... | 109 | 27 | |
| Punjab | 93.05 | 14.65 | 16.7 | 3.52 | 3.8 | 64 | 25 | |
| Punjab (buildings and roads only) ... .. | ..... | ..... | ..... | ..... | ..... | 181 | 65 | |
| Burma | 63.13 | 9.54 | 15.1 | 3.00 | 4.7 | 41 | 7 | |
| Bihar and Orissa | 95.91 | 22.74 | 23.7 | 5.68 | 5.9 | 125 | 28 | |
| Central Provinces | 47.09 | 7.43 | 15.9 | 2.38 | 5.0 | 60 | 23 | |
| Assam | 68.79 | 10.06 | 17.1 | 2.65 | 4.5 | 55 | 48 | |
| Assam | 38.68 | 6.31 | 17.6 | 1.90 | 4.9 | 34 | 6 | |
| Average ... .. | ..... | ..... | ... | ..... | ..... | ..... | ..... |  |
| Average (excluding United Provinces and Punjab Irrigation branches). | ..... | ..... | 17.6 | .. .. | 4.4 | ..... | ..... |  |

NOTE.—The figures in columns 2 to 7 are based on the number of permanent circles and divisions (exclusive of special and extra divisions) included in the cadre in 1913-14. The figure in column 6 includes the expenditure in temporary divisions but in working out the average the aggregate expenditure has been divided by the number of permanent divisions only.

The figures in columns 8 to 12 are taken from Statement I appended to the report.

The figures in column 13 and 14 are extracted from the classified list of establishment for June 1914.

These figures show considerable variations in the different provinces, and we have failed in several cases to obtain explanations of such variations. Owing to the different systems in force and to the varying conditions under which public works are executed throughout India, we realize that the figures are not in every case directly comparable and hence we refrain from making specific recommendations on the subject, and we content ourselves with pointing out the principal variations and with suggesting that the reasons for them might advantageously be investigated by the Government of India and the local Governments concerned. In this respect increased intercommunication between provinces as to the relative economy of the systems in force appears to us to be desirable.

The average percentage borne by the cost of establishment to that of works throughout India is 17·6, and varies from 14·9 in Bombay to 23·7 in Burma. The circles, divisions and sub-divisions in the latter province are, however, well above the average in area, and the high percentage is probably in part attributable to the scattered nature of the work. The figure of 21 per cent in Madras is also high. This latter percentage is an approximate estimate only, for the irrigation and buildings and roads works are jointly carried out by a single staff, and the maintenance of a large number of small scattered irrigation works doubtless necessitates the employment of a large establishment, but we desire to draw attention to two facts—the small expenditure per circle, division and sub-division compared to that in most other provinces and also the very large number of upper subordinates entertained. There appears to be no *prima facie* reason why Madras alone should require 30 per cent of the whole upper subordinate establishment employed in India. The District Boards in Madras carry out annually work costing 78·76 lakhs with an expenditure on establishment of Rs. 9·44 lakhs, whereas the establishment charges of the Public Works Department, excluding direction, amount to Rs. 11·31 lakhs on a works expenditure of Rs. 64·14 lakhs only. Excluding Madras and Burma the average for the remaining seven provinces is 15·9 per cent.

The average percentage borne by the cost of direction, *i.e.*, Chief and Superintending Engineers and their offices, throughout India is 4·4, which accounts for almost exactly 25 per cent of the total establishment charges. The percentage of 5·9 in Burma is again the highest, but this is probably due to the causes already mentioned. The figures for Bengal and for Bihar and Orissa are somewhat above the average and appear to us to call for comment; whereas in these provinces a Chief Engineer superintends only an average of 8 permanent divisions, in the Punjab and United Provinces a Chief Engineer superintends 22 divisions, and hence the necessity for two Chief Engineers in Bengal and Bihar seems to require further justification. The areas and expenditure per circle in these two provinces, especially the latter, are also below the average.

It has been suggested by some witnesses that the direction charges of the department could be substantially reduced, without loss of efficiency, by the abolition of the post of Superintending Engineer,

the Executive Engineer being given larger powers and corresponding direct with the head of the department. We hesitate to support this proposal, which would throw an undesirable amount of work upon the Chief Engineer, to the detriment of the exercise of his proper functions of general control, but in view of the fact that the number of divisions per circle varies from 7 in Bombay to 8 in Bengal, we recommend that the question of necessity for the full number of Superintending Engineers at present employed should receive careful consideration.

A further point to which we would draw attention is the small size and expenditure per sub-division in Bombay. A Sub-Divisional officer in that presidency has a charge extending over only 686 square miles, against an average of 1,349 square miles, and an expenditure of only Rs. '82 lakhs against an average of Rs. 1 16 lakhs. The charges of these officers appear capable of expansion.

Intercommunication between Provinces in regard to Works.

During our investigation, we have had occasion to notice the apparent lack of intercommunication between provinces in regard to works. While realizing that considerable differences must necessarily exist between the rates in force and materials and specifications in use in the various provinces, it appears to us probable that economy could be effected by a more general interchange of information. There are wide differences, for example, between the standard plans adopted for the same class of buildings, differences too marked to be attributed merely to different climatic conditions, with the result that apparently, if the accommodation provided in one province is adequate, that provided in another is extravagant. We therefore advocate an increased interchange of information between the province such as that represented by standard plans, specifications, analyses of rates and the like, in order that each province may obtain the benefit of the experience of its neighbours, and thus enlarge the data available for the preparation of its own designs and estimates.

PART IV.—Miscellaneous.



MUZRAI DEPARTMENT.

Scheme of Re-organisation.

MUZRAI COMMITTEE'S REPORT.

It will be remembered that a Committee composed of Messrs. Dewan Bahadur C. Srikanthaswara Aiyar and G. Aravamudan Iyengar was appointed in 1913 to study the organisation of the Muzrai Department and to suggest measures calculated to improve the administration of Muzrai Institutions in the State. Government have already passed orders on the subjects dealt with by the Committee, *viz.*, the functions of the Muzrai Superintendent, the constitution of the General Muzrai Fund, the re-organisation of Annachatrams, the appointment of Dharmadarsis, etc. Some of these orders have been published in this Journal (*vide* pages 70, 340 to 344 of Volume I). Extracts from the Committee's report dealing with the measures in question are reproduced below as they are likely to be of some general interest:—

In para 2 of Government Proceedings No. 2067-77—Muz. 652-12-1, dated 16th May 1913, the following subjects were referred to the Committee therein appointed, for study and submission of a joint report with definite programme for practical action.

- (i) Revision and defining of the powers and duties of Dharmadarsis of Muzrai Institutions and of the various officers of the Department.
- (ii) Revision of establishments and scale of expenditure of Muzrai Institutions in accordance with present day needs and conditions.
- (iii) Improvements and alterations needed in regard to the administration and utilization of temple funds in the light of past experience.
- (iv) Arrangements necessary for proper celebration of jatras, fairs, cattle shows, etc., in connection with Muzrai Institutions.
- (v) Creation and maintenance of suitable facilities for the travelling public at first in the cities of Bangalore and Mysore and eventually in District and Taluk headquarters and the more important villages.
- (vi) Generally, all matters concerning the improvement and increase of efficiency and utility of Muzrai Institutions in the State.

Along with the report, the Committee were also to submit

- (a) a complete and up-to-date list of Muzrai Institutions with their endowments in cash, land, etc., and,
- (b) a draft Muzrai Manual, including a compilation of all standing orders of Government on the subject. The list and manual were to be prepared in the Muzrai Superintendent's office in the first instance and revised by the Committee before submission to Government.

I. Revision and defining of the powers and duties of Dharmadarsis of Muzrai Institutions and of the various officers of the Department.

Since the Committee was appointed, the Muzrai Regulation has been passed and has come into effect from 1st January 1914. Under sections 15 and 16 thereof, power is taken to 'appoint Dharmadarsis to manage the affairs of religious and charitable institutions for such term and with such powers as may be prescribed' and to 'frame rules for the conduct of business among them' and to 'invest Dharmadarsis with the powers, functions and responsibilities of a corporate person, including power to hold and dispose of property and to sue and be sued', and under section 17, the Government 'may also appoint a Committee of persons chosen by election or otherwise with such powers of management and supervision as may be prescribed by rules, over one or more religious or charitable institutions'. A set of such rules is being drafted in the Muzrai Department at the instance of the Legislative Branch and will be submitted shortly for the consideration of the Government.

In this connection, a few questions of principle and policy connected with the supervision and control of Muzrai Institutions deserve notice. The policy of Government has been to treat the Dharmadarsis as unofficial advisers of the local Muzrai Officers in matters relating to the internal management of the institutions. The Muzrai Regulation contemplates the grant of greater powers, functions and responsibilities to the Dharmadarsis, and if need be, to treat them as corporate persons. With the history of the management of important and wealthy institutions in the neighbouring British Provinces by Devasthanam Committees and Dharmakartas before us, which is by no means reassuring, great caution will have to be exercised before handing over the more important of our Muzrai Institutions to the sole management of the Dharmadarsis. In regard to them, the safe course would seem to be to reserve the power of control with the local Revenue officers of Government, the Dharmadarsis continuing as heretofore to be the unofficial advisers in matters of internal management, supervising daily routine and auditing monthly receipts and expenditure.

But in regard to the less important institutions and in view of the fact that the local officers may not be able to exercise a close supervision over the working of all such institutions, the balance of advantage may lie on the side of handing them over to the management of private bodies.

In deciding upon what institutions may be so handed over safely for purposes of control and management, the religious institutions of the State may generally be considered in three classes, the Annachattrams being dealt with separately :—

1st Class—Those having a total income exceeding one thousand rupees per annum and some others which on general consideration may have to be reserved under the special control of the Muzrai Department.

2nd Class—Those with income ranging between Rs. 100 and Rs. 1,000; and

3rd Class—Those whose annual income is less than rupees 100.

As regards the first class of institutions, actual management may continue, as at present, with the local Revenue officers assisted by an advisory body of Dharmadarsis, and the existing rules published in Government Proceedings No. 2144-53—Muz 121-05-4, dated 26th February 1910, with certain slight alterations, allowed to be in force. With a view to keep the Muzrai Superintendent in touch with the conduct of the institutions, a copy of the proceedings of the Dharmadarsis' meetings may be ordered to be sent to the Muzrai Superintendent by the Amildars. The Muzrai Superintendent may also be authorised to convene meetings of the Dharmadarsis for purposes of exchanging views on matters relating to the institutions visited by him in his tours. To enable the Dharmadarsis to efficiently discharge their duties, it may also be further provided that the Parpattegar or the responsible Manager of the institution should render all assistance to the Dharmadarsis, which he may be called upon to furnish.

In regard to the second class of institutions, greater powers may be vested in the Dharmadarsis or Committees appointed under section 17 of the Muzrai Regulation. Such Dharmadarsis or Committees may be given full powers of management of the institutions and their properties—short of their actual disposal or conversion—subject to the intervention and control of the local Muzrai officers in cases of mismanagement or departure from established practice. A scale of expenditure for each institution may be fixed for their guidance by the Deputy Commissioner, and they be required to furnish monthly accounts to the local Muzrai officers and to generally conform to any directions that may be issued to them by the Deputy Commissioner. In matters of appointments and privileges granted to individuals, a right of appeal from their decisions may lie to the local Muzrai officers and the decision in appeal of the Deputy Commissioner in the matter should be considered as final.

The third class of institutions may be termed Village Institutions and left to the management of the Village Panchayets where such exist, or to the Pujaris under the control of the Village Officers, the Patel and the Shanbhog. No detailed accounts of income and expenditure need be kept for these, but the Village Officers may be required to submit a simple statement at the Taluk Jamabandi showing the income and expenditure of the institutions during the year, the condition of the buildings, the proper utilization of their Inam or grant, the satisfactory nature of the worship conducted and the popu-

larity of the institutions. Where two or more institutions of the kind are within easy distances of each other and are capable of being clubbed together for purposes of administration, the group may be brought under the second class and administered by a body of Dharmadarsis. If the institution should adjoin a major institution falling under class I and is capable of being treated as subordinate thereto, it may be placed under the Chief Ministerial Officer of the latter institution.

These classifications would apply in the main only to the Hindu Temples and Jain Bastis. As regards the Mahomedan Institutions, the more important of them are already under Government management, and the existing arrangements as regards the appointment and definition of the powers of their Nazarine-owkoffs may be allowed to continue, at least for the present.

II. Revision of establishments and scale of expenditure of Muzrai Institutions in accordance with present day needs and conditions.

For all institutions treated as first class, the scale may be prepared by the Amildar in consultation with the Dharmadarsis, if any, and submitted for sanction of Government by the Deputy Commissioner after consultation with the Muzrai Superintendent. As regards the second class, the scale may be prepared by the Dharmadarsis in the first instance and sanctioned by the Deputy Commissioner on the recommendation of the Amildar and Sub-Divisional Officer. As for the third class of institutions, it would be unnecessary ordinarily to have a rigid scale of expenditure, but if one were found necessary, the Amildar may himself sanction the scale in consultation with the Village Panchayet or the Village Officers. The scale thus fixed should be open to revision whenever a change in the income of the institutions or other exigencies render it necessary or expedient.

The *Abhishekam* and the regular *Pooja* articles and fixed quantities of provisions for the *Nivedyam* forming the chief items of expenditure under the *Nityakattle* should be the first charge upon the income of an institution. There is a belief current that the virtue of an institution is proportionate to the quantity of *Nivedyam* offered. Some consideration has to be paid to this belief, and as far as practicable, the quantity of *Nivedyam* offered should be constant. Daily puja, at fixed times, with all the enjoined services should be insisted upon. Though not in strict accordance with Agamas, *Vara puja* (weekly worship) is being conducted in certain institutions, owing to inaccessibility, poverty of the institution or other causes, and this practice will have to continue until circumstances change and the resources of the institutions improve.

Under the *Hetchukattle* would fall the special ceremonies conducted on specified days in a month or a year and *Utsavams*. The expenses under this head are broadly divisible into two parts, consisting of special services done within the temple, and the secular,

consisting of feasts, processions, music, etc., for the entertainment of the devotees who resort thereto on such occasions. There seems to be no objection to make fixed money allotments based upon the average of previous years for *Hetchukatte* expenses, and in deciding upon the amounts so to be allotted, it should be distinctly understood that no reduction should be made in the religious portion of the ceremonies and the expenditure under that head should be deemed to be the first charge upon the allotments made.

Even more important than the provision for *Utsavams*, is the necessity for the granting of adequate remuneration to the *Archak Pujari* or of the temple, as the very sanctity of the institution rests upon the proper performance of the worship by a thoroughly fit person. It is becoming increasingly difficult to find really qualified persons to serve as *Archaks*, and liberal inducements will have to be provided to secure them.

Further, in fixing the scale of establishments for the more important institutions, provision will have to be made for services of one or more officiators of the following classes, according to the standing of the institution, and the hereditary nature of the officiators' rights—*Parpattegar*, *Archak Paricharak Mantrapushpa Puraniak* (including *Stotrapata Veda* and *Rajasiavada* reciters), *Swayampaki Sripada Bajantry*, *Kavalgar*, *Sweeper*, etc.,—and so far as it may be consistent with the hereditary nature of the right, it ought to be the aim to attach living wages to them or at least to the more important of them (such as *Archak*, *Paricharak*, *Swayampaki*) so as to attract decent persons with fair character.

As the *Abhishekam*, *Nivedya* and *Puja* articles have to be in kind, their quantities should be shown in the scale fixed, and in fixing the money equivalent a small percentage to cover market fluctuations should be added to the actual value of such articles. The scale thus once fixed should be capable of being periodically revised, say, in eight or ten years or for sufficient reasons.

A fair margin should also be provided for the periodical repairs of the buildings and other properties of the institutions. A reserve of 10 to 15 per cent would not be too much. Wherever practicable, liberal provision may be made for the reading and exposition of the *Puranas* and other religious books so as to revive the disappearing practice for utilizing these institutions as it were as so many popular centres whence religious education ought to spread to the masses.

When the scale of expenditure comes to be revised on such principles, it is not unlikely that cases may arise when Government will have to be approached for help so as to place the institutions in a position of extended usefulness or to render the service conducted therein more consistent with the needs of the *Agamas*—and precedents are numerous where substantial relief and recurring grants have been made from State Funds in support of such institutions.

Government Annachatrams.

There are 66 Annachatrams in the State maintained from the Muzrai Budget with *tasdiks* ranging from Rs. 119 to Rs. 3,692 per annum. Apart from these, the Government also maintain two Chattrams outside the State, one at Tirupati in the Chittore District and the other at Benares, besides a temporary feeding establishment at Subramanya in the South Canara District during the Subramanya Shashti festival. Further, free feeding is also conducted in Siva and Ramanuja Kutams attached to certain temples, but these may be left out of consideration for the present and taken up at the time of revision of the scale of expenditure of the temples concerned. There are also a number of private or semi-private Annachatrams endowed from private funds or by grants of inams made by Government in encouragement or recognition of charitable deeds, but they do not fall within the purview of the present enquiry, except in so far as their existence in any locality will have to be recognized in deciding upon the retention or otherwise of Government Chattrams also at the same place.

The location of all the Government Annachatrams within the State would seem to have been determined with reference to the then prevailing routes of traffic and pilgrimage, and changed occasionally since. With the advent of railways and expansion of communications, the internal traffic and the pilgrim routes have been materially diverted and some of the chattrams no longer serve to the same extent the purposes for which they were originally intended. Further, the *tasdiks* attached to many of these institutions have altogether become inadequate in these days of increasingly high prices, and what with the fixed *Nehmi* allowances sanctioned from time to time and what with payments to establishments in cash, the allotments left for actual feeding serve merely for varying fractions of the month, and the institutions are shut up for the remaining periods, thus in no small measure frustrating the very objects in view.

To replace these institutions on a proper footing and make them answer at least partially the original intentions, more or less drastic revision seems necessary. Some of the important Annachatrams may be retained for the convenience of the pilgrims visiting renowned shrines or sacred places and the others absorbed and their funds applied partly for improving the more useful ones, and partly for imparting religious instruction to the public at large or for the reading and exposition of religious books, etc., indirectly serving the same purpose. In so doing, however, great caution will be needed, lest the change be considered revolutionary; and for the present at least the institutions at District headquarters and at important central stations in the interior not yet opened by railways may have to be retained.

A statement showing the Government Annachatrams and their situation and the institutions which may have to be retained under the foregoing considerations is hereto appended.*

* Omitted here.

Thus revised, the number of Government Annachatrams may be capable of some reduction. It should however be insisted that those retained be placed on the basis of serving the pilgrims or travellers throughout the month and the requisite additional allotments be the first charge on the savings, if any, effected by the absorption of others.

Any balance accruing after meeting all such charges, may be made available for effecting such improvements as may be feasible from time to time as follows :—

- (i) Provision of *Puraniks* and establishment of a library of religious books at important centres, particularly in the cities of Mysore and Bangalore ; the enlistment for fixed periods of itinerant religious teachers to preach in the interior tracts of the State or at fairs and festivals ; and grants-in-aid to central orphanages ;
- (ii) Maintenance, including the pay of small establishments of care-takers of buildings, if any, retained as simple rest houses ; and
- (iii) Provision of rest houses in places where such convenience do not now exist (such expenditure, however, would legitimately fall upon the Local Boards).

Nehmi Allowances.

These allowances, with a tendency always to grow, have to a considerable extent crippled the capacity for usefulness of several of the institutions. There is no doubt that many of the recipients of these allowances are very eligible objects of State charity. They will all have to be scrutinized and cases of allowances not needed brought to the notice of Government separately. It may not be advisable, even if practicable, to cancel such allowances and set adrift a number of more or less incapacitated people, but the fixed policy of the Government has to be to keep down the number of Nehmidars as much as possible. Where allowances happen to be required for a temple, the *Nehmi* may be granted as an additional *tasdik* to the temple. And for purposes of efficient administration the present practice of sanctioning the *Nehmi* allowances out of any and every chattram may be discontinued, and all *Nehmi* grants transferred to the chattrams at District headquarters, when the exact situation at any time would stand out in bold relief.

The Annachatrams thus revised should as a class continue under the supervision and control of Government. A small body of Dharmadarsis may be appointed to superintend the feeding and to see that *bona fide* travellers and pilgrims—public servants, traders and shop-keepers, etc., travelling on business being excluded—are alone fed and that no avoidable wastage is committed. The chattrams may be treated as falling under the first class of Muzrai Institutions and rules for Dharmadarsis applicable therefor applied *mutatis mutandis*.

III. Improvements and alterations needed in regard to the Administration and utilization of Temple Funds in the light of past experience.

After the general principles referred to above have been considered and enunciated, the details can be worked out by studying the requirements of each institution individually and fixing the scale of expenditure therefor, in the cases of those falling under the first and second classes of such institutions. Regarding the utilization of temple funds, it is doubtful if the lines indicated for the utilization of surplus savings, if any, accruing from a revision of the Chattram funds may not be considered radical, in view of the fact that the general public opinion, apart from that of the advanced school, is not likely to endorse the diversion of funds from the objects for which they were originally endowed. The difficulty would be all the more insurmountable in cases of religious institutions, unless the worship is altogether extinct and there are no devotees interested in their resuscitation.

31. As a general rule, the institutions in the State are by no means richly endowed, and ordinarily there is very little margin left after meeting the necessary expenditure of the institutions. Indeed, it is more often the other way, owing to the rise in prices and other auxiliary causes. There are, however, institutions, such as those at Chamrajnagar, Kalasa, Kigga, Kaladi, etc., where some surplus is available after meeting the annual charges. A portion of such savings will be needed for the repairs and maintenance of the buildings, etc., in good condition, and what will be available thereafter being only very limited, no tangible result can be expected from spreading it over various utilitarian fields of improvements, but with the certain risk of their being criticised or considered as foreign to the objects of the endowments. On this account, and also that it may not be quite correct to look to Government financial assistance for the religious advancement of people on more or less sectarian lines, the expenditure of these small savings may have to be confined to recognized lines of religious or semi-religious nature, such as,—

(1) Encouragement of higher Sanskrit and religious learning by grant of scholarships or establishment of free boarding houses or hostels for Sanskrit students.

(2) Establishment of Patasalas for Vedic learning and particularly for the teaching of Shaiva and Vaishnava Agamas with scholarships and free boarding.

(3) Entertainment for Puraniks for reading and exposition of religious books in temples and important centres of population.

(4) Establishment of free religious libraries under the control of the Puranik or other Muzrai servants.

(5) Entertainment of itinerant preachers to lecture to the masses in the mofussil.

(6) Grant of honoraria to authors of religious works of merits, etc.

IV. *Arrangements necessary for proper celebration of jatras, fairs, cattle shows, etc., in connection with Muzrai Institutions.*

Complete information regarding jatras, cattle shows, fairs and festivals held in connection with Muzrai Institutions has yet to come from the districts, with details as to their fixtures, the classes and number of people attracted thereto, and the arrangements now made for sanitation and medical assistance, etc, and when it is received a scheme will be formulated and submitted in due course. The question of utilizing these occasions to promote objects of public utility has also been referred to the Muzrai Department in another connection for investigation.

It may, however, be stated here, generally, that the number of jatras appear to be ample and in some tracts more than what is necessary for the recreation and economic needs of the people. The sanitation is usually attended to by the District or Municipal Boards concerned, with the co-operation of the local Revenue officers and temple authorities and the Local Medical and Sanitary officers not only advice on requisite sanitary measures but also attend and dispense medicine at the more important fairs. Certain amount of wholesome restriction has already been brought about on the indiscriminate sale of intoxicants and licensing of gambling concerns. Watch and ward by the Police is arranged for gratuitously, and in this the hearty co-operation of the Village Police is largely resorted to and availed of. These arrangements which are now made on the right lines, and further improvements should therefore lie in looking forward to and insisting upon greater efficiency on those lines. Provision of temporary lodging places for the people attending the jatras has sometimes been urged for or suggested, but its practicability is questionable, considering the number and variety of such fixtures and the places where such gatherings are held. Further, the jatras are usually held in the dry season, and most of the people attending them are of a class accustomed to accommodate themselves in the open and sustain themselves by preserved food or prepare their simple fare under all conditions.

A small fee is usually levied by temple authorities either as ground rent on booths set up or as toll on cattle brought for sale, and the net proceeds after meeting the incidental expenses are credited to the institution to supplement its slender resources for purposes of its improvements. The District Boards have sometimes claimed such incomes under clause 7 of section 20 of the Mysore Local Boards Regulation which entitles them to the 'fees for the temporary use of cart-stands and of markets, market sites, village sites, and other public places on the occasion of fairs and festivals, at such rates as may be fixed by them.' These collections form in most cases the larger part of the income of the institutions concerned and their sequestration will cripple their usefulness. Both on this account and because the District Boards as such have had very little to do in initiating such gatherings which are generally the outcome of the devotional instinct of the people, any change in the present practice would be strongly

depreciated. It may perhaps be conceded that about a moiety of incidental expenses for sanitary measures be charged against the collections so made.

The holding of cattle-shows stands somewhat on a different footing. Clause (b) of section 7 of the Local Boards Regulation gives the Boards control over 'the institution, holding and management of agricultural shows and industrial exhibitions,' and the term 'agricultural show' would include all cattle shows. These shows *per se* have nothing to do with the Muzrai Institutions, excepting that in most cases they are held at times of jattras to meet the convenience of the pilgrims and the public. At present, these cattle shows are under the control and management of the District Boards and special fees are charged for cattle exhibited, which are credited to Boards who also provide for the prizes. This practice is sound in principle and may be allowed to continue.

The subject of 'Fairs' treated in connection with Muzrai Institutions is not distinguishable from that of 'Jattras' which has been dealt with above. The ordinary fairs or *Santes* are seldom held in connection with temple festivals, but are mere periodical gatherings usually held once a week or at longer intervals, for purpose of trade, in certain specified localities and are therefore unnecessary to be considered here.

V.—Creation and maintenance of suitable facilities for the travelling public, at first in the cities of Bangalore and Mysore and eventually in District and Taluk headquarter towns and the more important villages.

This subject, in so far as it concerns the Muzrai Department in connection with the management of chattrams, has already been dealt with. But in its general aspect, it pertains to the District Boards in whom are vested the statutory powers under this head, clause (c) of section 7 of the Local Boards Regulation providing for the control and the administration by the District Boards of 'the establishment, management, maintenance and visiting of travellers' bungalows, musafirkhanas, rest houses and other public institutions.' There are now a number of such buildings under the management of the District Boards distributed throughout the State, and if more buildings have not come into existence for meeting public convenience more largely, it is only a question of paucity of funds. But the signs are distinctly encouraging and favourable, as all the Local Boards do realize and have been evincing a lively interest in providing such convenience to the best of their resources.

VI.—Generally all matters concerning the improvement and increase of efficiency and utility of the Muzrai Institutions in the State.

The relevant points on this subject have been dealt with in the sequel. Certain matters of general applicability, especially relating

to the responsibility of the various officers for a systematic inspection of the institutions, the maintenance of accounts and their periodical audit may now be touched upon. By the Government Order of 7th September 1908, the Deputy Commissioners, Sub-Division Officers and Amildars are held fully responsible for the Muzrai administration of their respective charges and expected to inspect the institutions from time to time and see that the endowments are properly applied. The work of inspection has to be definitely apportioned between the various officers, and the classification of the institutions herein suggested may be utilized in preparing a programme. Thus the Deputy Commissioner by himself or through his Sub-Divisional Officer should systematically and at least once in a year inspect the first class institutions which would only be a few in number, test the capacity and fitness of the servants and scrutinize the accounts and forward notes of such inspections to Government for information, through the Muzrai Superintendent. The Sub-Divisional Officer should inspect all the institutions of the first class and as many of those of the second class as may be practicable and submit notes of his inspection to the Deputy Commissioner, copies of the same being forwarded to the Muzrai Superintendent for information. The Amildar should in his turn inspect the first class institutions once a month or quarterly and submit reports to his Sub-Divisional Officer on matters requiring orders. As regards the 2nd class of institutions, he should make a systematic inspection at least once a year and scrutinize the accounts and submit notes of inspection to the Deputy Commissioner through the Sub-Divisional Officer. As regards the 3rd class institutions, he must inspect as many of them as may be practicable within the year, but the inspection should be so arranged that all these institutions should have been visited once at least in three years. No detailed notes of inspection need be made in this case, but all matters requiring attention or orders should be noted and action taken; and at the time of Taluk Jamabandi, the Amildar should make enquiries of the villagers present on the condition of this class of institutions and check the statement presented by the Village Officers relating to these institutions.

The Muzrai Superintendent should as a rule inspect most of the institutions of the 1st class once a year and as many of the 2nd and 3rd classes as may be practicable. The notes of his inspection should be forwarded to the Deputy Commissioners, and copies thereof submitted to Government for information. In the Muzrai Administration Report, a section should be devoted to the quantity of inspections performed during the year and the more important defects discovered and set right.

Regarding the maintenance of the accounts, it has been indicated that no detailed accounts need be kept for 3rd class institutions. It ought to be enough to maintain a simple ledger in the taluk showing the deposits and withdrawals by each institution, the total balances being shown in the Treasury accounts as surplus Muzrai Funds of 3rd class institutions. When any individual institution has more than Rs. 100 at its credit, it should be given the

privilege of opening a Savings Bank account and given a Pass Book, as the interest earned will substantially help the institution in extending its usefulness. Further it will also serve as an incentive to the villagers to make collections for the benefit of their institutions.

For the 2nd class institutions, as the Dharmadarsis have to be held responsible for the maintenance of accounts these should be as simple as possible. There may be a Day book of income and expenditure, a Ledger under the main heads mentioned in the sanctioned scale, a register of properties, movable and immovable, and a list of jewels and other valuable articles with their description. A visitors' book for noting the suggestions of the inspecting officers and other respectable gentlemen visiting the institutions should also be maintained and extracts therefrom forwarded periodically to the Amildar.

As regards the 1st class institutions, the accounts should be more elaborate and divided under departments. The forms of accounts have to be gone into separately and considered, if need be, in consultation with the Account Department. The accounts should not only be scrutinized by the inspecting officers, but they should also be submitted for a systematic outside audit once in 3 or 4 years. At present detailed accounts are being maintained in the Comptroller's office in the case of all institutions now classed as major with an income of and above Rs. 250 per annum. It may be enough to maintain such accounts only in the case of the 1st class institutions including the Annachattrams.

It has been suggested at the Dasara Representative Assembly that a Board of non-official gentlemen should be constituted for one or more taluks to help the Muzrai Officers in the administration of the institutions in their charge. In the scheme now proposed, the Muzrai Officers will be relieved of direct executive responsibility over the majority of these institutions, and they will have more time available for attending to the more important of the institutions; and besides, as the new Muzrai Regulation provides for a class of Dharmadarsis with ample powers of management, any further constitution of Advisory Boards might possibly result in some amount of friction between these two classes of non-official bodies. Whenever any outside advice is necessary, the Deputy Commissioners, Sub-Divisional Officers or Amildars concerned, would doubtless discuss informally with the non-official members of the District and Taluk Boards any question of importance relating to the institutions within their knowledge.

Another suggestion has also been made for the constitution of a separate supervising agency apart from the Amildar, or to help him in the work. Any agency of the kind can hardly supplant the Amildar's inspection and will scarcely be necessary under the present scheme. The cost moreover will be prohibitive without any adequate advantage or improvement in efficiency.

For carrying on the work of the Muzrai Department, which is one of the most important in the State, in a systematic way, the establishments of the various Muzrai Officers will have to be revised, and placed on an efficient basis. At present there is no uniform

practice prevailing. In some taluk and district offices, certain establishments have been maintained, the cost being borne by certain individual institutions, while in the other offices, no special establishment of any kind exists. Some of the officials of the Muzrai Superintendent's and Comptroller's offices are at present paid out of the funds of Chamrajnagar and Kalasa temples, while other institutions contribute nothing towards the cost. The whole question will have to be taken up and decided equitably. The various Muzrai Officers will have to be given some clerical assistance, graduated according to the nature and quantity of work devolving upon them.

With an exhaustive and accurate list of Muzrai Institutions showing their income, expenditure and other details and a Manual of departmental orders prepared for the reference and guidance of officers, a great deal of work will have been done to bring the department to an efficient working condition. In course of time, it may perhaps also be possible to compile a directory of at least the more important institutions with the special traditions and practices peculiar to them. But the usefulness of institutions themselves will always depend in a large measure upon the spirit in which they are worked. It is particularly so in the case of religious institutions which have to take count of intangible sentiments—devotion, religious fervour, beliefs, etc. Latterly the devotional element in the *Archaks* and devotees alike has been somewhat on the wane and services in temples are taken up more as a living than because of a call for the work. With certain honorable exceptions, the *Archaks* of most of our temples, at least the minor ones, are not quite to the mark. The spread of useful information regarding the meanings and details of worship performed is of first importance, and it can only be done by popular lectures and simple leaflets. With a view to bring home to the *Archaks* the essentials necessary for the proper conduct of worship in temples, booklets have been prepared by the Agamiks of the Muzrai Superintendent's office for use in Vaishnava and Shaiva institutions, excepting the more important ones which have forms and traditions of their own to follow. These booklets have to be submitted for the scrutiny and approval of learned critics and then published for circulation.

VILLAGE COURTS IN MYSORE.

REVIEW OF THE CHIEF COURT ON THEIR WORKING DURING 1916-17.

The following statement exhibits for each District, the number of Courts open, the number of Courts which tried cases and the quantity of work turned out as compared with the previous year.

| Districts | | Number of Courts open during | | Number of Courts which tried cases during | | Number of cases | | | | | | Percentage of cases disposed of to cases for trial in 1916-17 |
|------------|-----|------------------------------|---------|---|---------|-----------------|---------|-------------|---------|---------|---------|---|
| | | | | | | For disposal | | Disposed of | | Pending | | |
| | | 1915-16 | 1916-17 | 1915-16 | 1916-17 | 1915-16 | 1916-17 | 1915-16 | 1916-17 | 1915-16 | 1916-17 | |
| Bangalore | ... | ... | 40 | ... | 27 | ... | 706 | ... | 514 | ... | 192 | 72.81 |
| Kolar ... | ... | 11 | 12 | 11 | 11 | 182 | 181 | 106 | 115 | 26 | 16 | 87.79 |
| Tumkur | ... | 18 | 36 | 12 | 30 | 269 | 669 | 239 | 558 | 30 | 111 | 88.41 |
| Mysore | ... | 32 | 32 | 18 | 25 | 184 | 329 | 119 | 246 | 65 | 83 | 74.77 |
| Hassan | ... | 14 | ... | 12 | ... | 321 | 224 | 228 | 97 | 98 | 127 | 43.80 |
| Shimoga | ... | 7 | 15 | 4 | 4 | 202 | 278 | 157 | 239 | 45 | 39 | 85.99 |
| Kadur... | ... | 8 | 8 | 8 | 8 | 241 | 111 | 234 | 78 | 7 | 33 | 70.27 |
| Chitaldrug | ... | 9 | 17 | 8 | 13 | 85 | 275 | 59 | 195 | 26 | 80 | 70.91 |
| Total | ... | 99 | 160 | 73 | 118 | 1,434 | 2,723 | 1,142 | 2,042 | 292 | 681 | ... |

The Deputy Commissioner of Bangalore did not submit his report on the working of the Village Courts in his District for 1915-16 in spite of several reminders and the Deputy Commissioner of Hassan has not given in his report for the year under review information as to the number of Courts opened and the number of Courts which actually tried cases.

In the Districts of Kolar, Tumkur, Shimoga and Chitaldrug there was an increase in the number of Courts opened while in the Districts of Tumkur, Mysore and Chitaldrug there was an increase in the number of Courts which tried cases, the figures being 30, 25 and 13 respectively against 12, 18 and 8 respectively in 1915-16.

There was an increase in the number of cases for disposal in the Tumkur, Mysore, Shimoga and Chitaldrug Districts while in the

Districts of Hassan and Kadur there was a heavy fall, the figures being 224 and 111 cases in 1916-17 as against 321 and 241 cases respectively in the previous year. As jurisdiction in Village Courts is exclusive it is not easy to see why there should be a heavy fall in the number of suits tried, unaccompanied by an equivalent fall in the institution of the regular Courts. If the fall continues, the Deputy Commissioners should furnish such explanation as may be possible in the next annual report. In the Kolar District there was one case less than in the previous year.

The largest number of disposals was in the Tumkur District, *viz.* 558 suits followed by Bangalore and Mysore with 514 and 246 suits respectively while the least number was 78 suits in the Kadur District where there was a large falling off in the number of cases instituted, and the work is described by the Deputy Commissioner as 'poor.'

Except the Kolar and the Shimoga Districts, pendency has increased in all the Districts. The largest number of pending cases *viz.*, 192 was in the Bangalore District followed by Hassan and Tumkur Districts with 127 and 111 cases respectively while the least number 16 was in the Kolar District.

The percentage of cases disposed of to cases brought for trial was highest in the Kolar District, *viz.*, 87.79; Shimoga and Tumkur followed with 85.99 and 83.41 respectively. The lowest percentage was in the Hassan District, *viz.*, 43.30. The principal object of a Village Court is to provide speedy and cheap disposal of disputes and if this is not done, it is better to abolish the Courts which fail; it is possible that in the Hassan District the villages were not sufficiently carefully selected at the outset; it is evident that in this district the work is not in a satisfactory state.

The Deputy Commissioner of Bangalore and of Kadur have each inspected two Courts while the other Deputy Commissioners have not done any inspection work.

The attention of Deputy Commissioners is invited to Government Order No. J. 30-30—Cts. 282-15-13, dated 4th July 1916 prescribing the date on which their reports are to be furnished to the Chief Court.

As regards the form of the report now submitted, it is observed that while some Deputy Commissioners have given in their reports details as to the classification of suits both according to their nature and value, the mode of disposal, the number of witnesses examined, etc, others have given none, probably owing to the absence of a prescribed form. Uniform forms of statements will be prescribed before the time for the submission of the next report,

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THE MYSORE BLUE BOOK JOURNAL

Vol. II, No. 4.]

[1917-18.

PART I.—Resumé of Government Orders.

Financial.

Rules have been passed regarding the granting of special loans to coffee planters, in view of the difficulties experienced by them in marketing their produce at the present time. The loans will bear interest at $6\frac{1}{4}$ per cent per annum and will be repayable from the sale proceeds of the crop of the year 1918-19.

**Government Loans to
Coffee Planters.**
(Page 455)

Excise.

The report of a special committee of the Representative Assembly on the question of temperance reforms has been the occasion for a re-statement of the excise policy of Government. For some years past, Government have been steadily pursuing measures for the promotion of temperance by enhancing duties, decreasing the strength of liquor, abolishing unnecessary shops, etc. While they are anxious to pursue reforms of proved utility, Government express their inability to accept a policy of total prohibition of drink which the committee has urged.

Excise Policy.
(Page 455)

Judicial.

Ever since the Mysore Newspapers Regulation was enacted in 1908, persistent representations have been made for its repeal, in the interests of journalistic enterprise which the Regulation was said to hamper. Under the present conditions, Government consider it inexpedient to undertake any radical alteration of the Press law. They have, however, decided that before action is taken against any newspaper under the Regulation, adequate opportunity should be afforded to the Editor to state his defence and explain his position in a *quasi-judicial* enquiry conducted before a judge of the Chief Court.

**The Mysore Newspapers
Regulation.**
(Page 460)

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The separation of executive and judicial functions is another subject which has long been under public discussion. As a result of suggestions received from members of the Representative Assembly, a small beginning was made in 1906 for the separation of executive and judicial functions. In a few taluks, the Amildars were divested of the power to take cognisance of offences under Section 190 of the Criminal Procedure Code and their magisterial work was transferred to the City Magistrates in Mysore and Bangalore, and to Munsiffs in the other taluks. The arrangements, however, do not seem to have worked very satisfactorily. The increase of civil litigation, the interruption of work caused by the annual vacation and other circumstances affected the proper disposal of criminal cases by Munsiffs. In the result, the Munsiffs were relieved of their magisterial duties and the old state of things gradually revived. At the Judicial Conference held at Mysore in June 1914, the desirability of effecting a complete separation of judicial and executive functions was forcibly urged. The question has since been taken up by Government and the order which appears in this issue of the journal has been passed after long consideration. The chief features of the scheme are briefly described as follows in the Dewan's opening speech at the last April Session of the Representative Assembly:—

“It is proposed to appoint a stationary magistrate of the rank of Munsiff for every two or three taluks to dispose of second and third class cases, and a magistrate of the status of a Subordinate Judge in every district headquarter town to try first class cases. The Special Magistrates will form a separate branch of the judicial service. Assistant Commissioners in charge of Sub-Divisions and Amildars will no longer deal with criminal cases but they will be *ex-officio* magistrates and exercise emergency police powers connected with the maintenance of peace. The Deputy Commissioners will, however, retain the powers of District Magistrate.

“An attempt will be made to introduce the scheme into two districts in the coming year and into the remaining districts in 1919-20.”

Apart from the theoretical advantages of separating executive and judicial functions, which are apt to be exaggerated, it is expected that this measure of reform will lead to tangible improvement in the disposal of criminal cases and in the transaction of revenue business.

Police.

The re-organisation of the Police Department is another important measure sanctioned by Government during the quarter. The chief feature of the scheme is the proposed replacement of Police Jamadars by a superior class of officers with a view to more honest and competent investigation of offences. The pay of subordinate officers and constables has been raised all round and proposals to improve the Police Training School have been sanctioned. In regard to the recruitment

**Re-organization of the
Police Department.**
(Page 466)

of the police force, the principle that appointments should be given only to natives of Mysore has been affirmed, as in the case of other departments.

Sanitation.

Proposals have been sanctioned for establishing a Museum at Mysore where health exhibits will be stocked for issue on loan to municipal and other local bodies for demonstration at fairs and other large gatherings.

Health Museum.
(Page 170)

As yet little has been done to develop what has been termed the 'sanitary conscience' among the masses. Sanitary officers take advantage of jattras, taluk conferences, jamabandi camps, etc., to lecture to the people on health subjects and latterly, facilities have been provided for illustrating these lectures by means of lantern slides. The Health Museum now sanctioned is also a move in the same direction. It is to be hoped that these slender beginnings will develop into a more systematic publicity campaign in favor of sanitation. As observed by the Government of India in their Resolution of 1914 on sanitary policy, direct instruction on sanitary subjects will long remain 'the most potent and penetrating instrument of sanitation among a population which still views it, for the most part, with hostility or unconcern.'

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The memorandum on village planning and sanitation by the Sanitary Commissioner, published with Government Order No. R. 10989-99—L. R. 425-17-5, dated the 9th May 1918, furnishes a ready and useful catalogue of the sanitary requirements of villages.

Village Planning and Sanitation.
(Page 471)

The object and progress of the Malnad Improvement Scheme are explained at some length in the Government Order of the 22nd May 1918. The annual allotment of Rs. 1½ lakhs is raised to Rs. 2 lakhs and a capital expenditure of Rs. 15 lakhs is sanctioned for development work, such as, extension of communications, attraction of new settlers, construction of irrigation tanks and kattes and development of forest industries. The efforts hitherto made have been confined, for the most part, to medical relief, the provision of good drinking water and other sanitary measures. The problem of the Malnad, however, is as much economic as sanitary, and it is therefore proposed, while continuing the curative and preventive measures already undertaken, to devote greater attention to the economic development of the area.

Malnad Improvement Scheme
(Page 473)

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Co-operation.

Orders have been issued for the re-organisation of the Co-operative Department. An additional officer is sanctioned and the pay of the subordinates has been revised. The State will be divided into

Re-organisation of the Co-operative Department.
(Page 480)

two subordinate charges under Assistant Registrars with headquarters at Bangalore and Shimoga.

Agriculture.

Rules have been sanctioned for the payment of grants to individuals or societies who are willing to maintain good breeding bulls and lend them for use to people requiring their services.

Encouragement of Stock-breeding.
(Page 482)

Public Works.

The administration report of the Electrical Department for the year 1916-17 shows that the works fetched a revenue of nearly Rs. 15 lakhs during the year. The financial results of the scheme from its inception are given in the review. There has been a steady and satisfactory increase in the demand for power for lighting and minor industries.

Electrical Department—Annual Review (1916-17.)
(Page 483)

Local Self-Government.

The review on the administration of the Bangalore City Municipality during the year 1916-17 shows that there has been progress in several directions in the municipal administration of the City. The one regrettable feature is the abnormal increase in the death-rate, which reached 48·7 per mille of population during the year.

Bangalore City Municipality—Annual Review (1916-17)
(Page 485)

An additional grant of Rs. one lakh was sanctioned to the Improvement Trust Board, Mysore, in addition to the usual allotment of Rs. 3½ lakhs. The operations were conducted on the same lines as in previous years, but with increased activity in several directions.

The Improvement Trust Board, Mysore.
(Page 487)

Bangalore will soon put into execution some of the new principles of town planning, which are every where coming into vogue. Proposals have been sanctioned for the formation of an industrial suburb measuring over 200 acres on the Bangalore-Magadi road. The sites in the suburb will be given at an upset price to *bonafide* subjects of the State, who in the opinion of the Municipal Council, are anxious and able to develop industries useful to the State.

Industrial Suburb, Bangalore.
(Page 488)

The State is adequately provided so far as main lines of communication are concerned, and there has been latterly considerable activity in the construction of village roads by Village Improvement Committees. But the

Roads in Mysore
(Page 489)

District roads in the interior parts of the State are still inadequate and require to be supplemented. The new roads required in the several districts have been catalogued and a sum of money has been set apart for helping the District Boards in the construction of the roads.

Miscellaneous.

As the outcome of long discussions, some important changes have been made in the constitution and powers of the Representative Assembly. The qualifications for voting, which had varied from taluk to taluk, have now been made uniform, all persons qualified to vote are declared eligible for election as members and a limited power of interpellation has been granted to the Assembly.

The need for improving the system of statistics in the Indian States has been frequently emphasised by the Government of India and the subject was considered to be of sufficient importance to be discussed in connection with the last Chiefs' Conference at Delhi. Mysore, fortunately, possesses the essentials of a good system of agricultural and trade statistics, a circumstance partly attributable to the existence, at one time, of a whole-time Director of Statistics. His functions were transferred to the Revenue Commissioner when the latter office was created and have since naturally taken a subordinate place. Government have now decided to revive the appointment of a separate Director whose duty it will be to advise and co-ordinate the work of the various departments and agencies which furnish agricultural, trade, vital and administrative statistics relating to the State.

Government have appointed a Controller of Civil Supplies and Prices to watch the prices of food grains and other necessities of life in all important trade centres and to advise Government as to the measures needed to keep the prices of foodstuffs within reasonable limits. Instructions have also been issued to Deputy Commissioners to keep themselves in touch with the conditions of the local markets and, in consultation with the Controller, to take prompt measures for checking profiteering in foodstuffs. Steps are being taken to ensure that the food stuffs required by the people are raised within the State itself as far as possible and that needless cross-traffic on the Railways is avoided.

The Public Service.

A circular has been issued inviting the attention of District officers to the principal rules of office business, and requesting them to arrange for a special inspection of every office under their control in order to ensure that due attention is paid to the rules.

At present, very little precaution is taken against the occurrence of fire in Government offices. There has as yet been no occasion, based on unfortunate experience, to issue any rules on the subject. But the danger of fire, though remote, cannot be overlooked. In the Secretariat, a beginning has been made in the adoption of usual precautions and the desirability of making similar arrangements in respect of their own offices is pointed out to Heads of Departments and other officers.

Fire protection of Government Records.
(Page 497)

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Revised instructions are issued regarding the care of office books and furniture.

Books and Furniture.

The Comptroller has been asked to report every year on the purchases made in the several Government departments and to indicate how far attention has been paid to the rules prescribing invitation of tenders, etc.

Purchase of Government Stores.
(Page 499)

The petition rules prescribed in Government Order No. G. 8721-70-E.A. 33-14-1, dated 11th February 1915, are revised and re-issued. Attention may perhaps be drawn to Rule 6 which allows an officer to return petitions presented to him if they are within the powers of disposal of a lower authority. It had been frequently represented that the lack of this power, under the old rules, encouraged the tendency of petitioners to take their grievances and requests, however small, to the highest authority they could get at. A table of court fees chargeable on different classes of petitions is appended to the rules for ready reference.

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We have an elaborate organisation for seeing that financial rules and codes are followed in all departments. In addition to the central audit in the Comptroller's office, there is a peripatetic party to audit the accounts of the more important institutions. It is considered that somewhat similar arrangements, on a much smaller scale, might be useful in securing greater attention to the various administrative rules issued from time to time regarding the conduct of office business and the arrangement of public records. With this view, three auditors have been sanctioned, as a tentative measure, for the Efficiency Audit establishment, whose business it will be to examine the registers and records in the more important offices and to suggest to the heads of the offices concerned how the office system might be improved and brought into conformity with prescribed rules

Auditors of Office Business.
(Page 508)

*Orders of Government (Mysore.)***FINANCIAL.****Loan Rules.****GOVERNMENT AID TO COFFEE PLANTERS.**

After carefully considering the question of granting special loans to coffee planters, the Government of His Highness the Maharaja are of opinion that a system of loan on the analogy of the Taccavi system is the most suitable and practicable form of help to be offered.

The following scheme of granting advances to coffee planters in Mysore is accordingly sanctioned :—

(i) The loans will be granted under the Taccavi Loan Rules framed under Section 194 of the Mysore Land Revenue Code and printed in Chapter XII of the Mysore Revenue Manual, subject to the modifications introduced by this order.

(ii) Loans under this order will be disbursed only in cases in which Government help is considered absolutely necessary, and the amount of loan will be limited to such sum as is found essential after taking account of all other resources to enable the applicant to maintain his estate without serious deterioration.

(iii) The loans will be calculated at a rate not exceeding Rs. 30 per acre on the acreage under coffee crop fully worked in 1917-18 and expected to be harvested in 1918-19.

The actual rate will depend on the nature of the estate, the prospects of crop on the estate in 1918-19 and the aggregate area in respect of which applications for assistance may be received.

The maximum limit prescribed in the Taccavi Loan Rules for individual loans will not apply.

(iv) The loans will be repayable in one instalment discharging both principal and interest after the sale of crop for 1918-19. In cases of absolute necessity, the period may be extended to April 1920 with the special sanction of Government in each case.

(v) The rate of interest to be charged will be $6\frac{1}{4}$ per cent per annum.

(vi) The land itself, the crop thereon and such further collateral security as may be considered necessary to ensure timely recovery of the loan, will be taken as security in each case. Printed forms of application and security bonds will be supplied to facilitate the completion of transactions. In the case of estates previously mortgaged the consent of the mortgagee will be required to the Government loan being treated as the first charge on the estate. The mortgagee's consent should be obtained in the prescribed form and attached to the

application for loan. In cases in which the applicant is unable to furnish land as security, the application should be submitted for the orders of Government, whatever the amount of the loan applied for may be.

(vii) The loans will be advanced in monthly instalments as shown below from June 1918 to March 1919 :—

- 8½ per cent in June 1918.
- 8½ per cent in July 1918.
- 8½ per cent in August 1918.
- 12½ per cent in September 1918.
- 12½ per cent in October 1918.
- 12½ per cent in November 1918.
- 12½ per cent in December 1918.
- 8½ per cent in January 1919.
- 8½ per cent in February 1919.
- 8½ per cent in March 1919.

Small variations in the amount of instalments may be sanctioned by the Special Officer in cases coming under his power of sanction.

(viii) To ensure expeditious disposal of the loan applications under this order a Special Officer will be appointed for the purpose of receiving them and for working the scheme. A Committee including representative coffee planters of the districts of Kadur and Hassan will be associated with the Special Officer. The Special Officer will be empowered to sanction loans up to Rs. 5,000 after consulting the Committee. Applications for higher amounts should be forwarded to Government for sanction through the Deputy Commissioner concerned with the recommendation of the Special Officer and the Committee. The Special Officer will submit to Government a weekly progress report of all applications.

(ix) According to the desire of the borrower, instalments of the loan will be disbursed through any treasury of the Mysore Government named by him or the Bank of Mysore. Repayments may also be made at any Government treasury within the State or through the Bank of Mysore.

(x) Every person who takes a loan under this order will be expected to spend the full amount for growing the coffee crop of 1918-19 on the estate in respect of which the loan is taken. He shall maintain a regular account of the amounts drawn and produce such accounts for inspection when required to do so by any one authorized by Government in that behalf.

The Deputy Commissioners of Kadur and Hassan will give publicity to this scheme within their respective districts and render all necessary help to the Special Officer.

The Special Officer will call for applications from those requiring help in the prescribed form. Applications not in the prescribed form or those received after 30th June 1918, will not be considered. Before 10th July 1918, the Special Officer will submit to Government a list of all applications for loans.

After considering the aggregate amounts of applications and the funds available, Government will decide the actual scale at which it

will be possible to make advances to various classes of estates. The instalments payable from September 1918 onwards will be regulated accordingly so that the total loan sanctioned in any case may not be exceeded. The instalments for June, July and August may be paid at rates not exceeding Rs. 2 per acre per month at the discretion of the Special Officer after proper documents are executed. It will be issued to the party in the first instance with the instalments for June, July and August only filled in. After the application is finally dealt with, the Special Officer will communicate the fact to the party who will be asked to produce the loan order before the Special Officer. The further instalments will then be entered by the Special Officer in the proper cages and the loan order issued in a complete form. In addition to the acknowledgment for each instalment in the proper cage of the loan order, the party will give separate receipts for each instalment to serve as treasury vouchers.

It must be clearly understood that the grant of loans under the scheme now sanctioned does not commit the Government of His Highness the Maharaja to the continuance of such loans in the next and following years.

G. O No. Fl. 6456-8, dated 2nd May 1918.

EXCISE.

Excise Policy.

GOVERNMENT ORDER ON THE SPECIAL COMMITTEE'S REPORT.

Government have carefully considered the various suggestions made by the Special Committee of the Representative Assembly for the reduction of drunkenness among the people. While they are in full accord with the main object in view, the Government consider that some of the suggestions made by the Committee are not feasible and there is every reason to believe that their adoption will not only result in increase of illicit manufacture, but will involve an inquisitorial and harassing interference with the public.

Government have wherever possible introduced measures of reform in Excise administration and are prepared to go further as circumstances permit, slowly and gradually on the lines indicated but consider that any sudden change in the policy of control by Government is likely to prove injurious to the cause these suggestions have in view.

With regard to the recommendations now submitted by the Committee, the Government have already taken action in respect of the following matters:—

(1) Licensing Boards consisting of officials and non-official gentlemen, whose decision is final as regards the number and location of shops have already been formed as an experimental measure for the cities of Bangalore and Mysore and the Kolar Gold Fields, and all town Municipalities are also given advisory functions in the matter. The results of this experiment are being watched by Government and further steps will be taken if it proves beneficial. It is further proposed to amend the Excise Regulation to bring these Boards and Committees within the statutory provision.

(2) Government have recently approved of a circular prohibiting, within certain limits, the opening of liquor shops at fairs and jattras and this will come into force from 1st July 1918.

(3) The existing notification relating to the sale of excise privileges contains provision regarding hours of sale, cash payments, prohibition of sale to minors and the necessity to take permits for conveying liquor or drugs in excess of certain fixed quantities. Additional restrictions regarding sales in shops by women will be introduced. Enhancement of duties and decreasing the strength of arrack are, in the opinion of Government, wholesome measures likely to reduce consumption and they will be resorted to.

(4) The suggestions of the Committee regarding allotment of revenue for temperance purposes, the providing of counter-attractions, the abolition of the licensing system, total prohibition of drink and

prohibition of domestic consumption do not appear at present to be practicable.

(5) As far as possible, Government are ready to consult the wishes of the non-official public in all matters connected with the excise policy adopted in British India, and will be ready to adopt measures likely to reduce the drink evil. But much of the work under the general recommendations of the Committee has to be done by the leaders of public opinion and non-official representatives.

G. O. No. Fl. 6241-2—S. R. 98-17-3, dated 18th April 1918.

JUDICIAL.

The Mysore Newspapers Regulation.

Quasi-JUDICIAL ENQUIRY.

Government have bestowed careful consideration on the question of amending the Mysore Newspapers Regulation and are of opinion that it is inexpedient under present conditions to undertake any radical alteration of the Press Law. They, however, consider that, before action is taken against any newspaper under the Regulation, an adequate opportunity should be afforded to the editor or other person concerned, to state his defence and explain his position with reference to the charges brought against him. They are accordingly pleased to direct that a *quasi-judicial* enquiry shall be held before action is taken under sections 3 and 4 of the Regulation. The enquiry will be conducted by a Judge of the Chief Court and the editor or other person concerned will be allowed to be represented by counsel. The enquiry will not be public and will not be elaborate or of a protracted character. The opinion of the officer holding the enquiry will be taken into consideration by Government in arriving at a decision on the case.

G. O. No. Camp, J. 26-76—Legis. 31-17-1, dated 22nd April 1918.

Judicial and Executive Functions.

CONSTITUTION OF A SEPARATE MAGISTRACY.

The Government are of opinion that it will tend on the whole to a better and prompter administration of Criminal Justice if the duty of trying cases is assigned, as far as possible, to officers whose attention is not distracted by other important and heavy work. A beginning in this respect was made several years ago by the appointment of whole-time Magistrates for the cities of Bangalore and Mysore and the Kolar Gold Fields, and more recently by the constitution of Benches of Magistrates for various localities. The time appears to be ripe for taking a further step in the same direction in order to afford a very necessary measure of relief to executive officers and to ensure a more efficient despatch of criminal work.

2. At present, besides the Chief Court and the Sessions and Assistant Sessions Judges who belong to the purely judicial service, the agency available for the trial of criminal cases and appeals consists of the following officers borne on the executive cadre:—

- (1) Eight District Magistrates, who are also Deputy Commissioners of Districts.

- (ii) Three full-time 1st Class Magistrates for the cities of Bangalore and Mysore and the Kolar Gold-Fields.
- (iii) Twenty-one other First Class Magistrates who are also Assistant Commissioners in charge either of Revenue Sub-Divisions or of treasuries.
- (iv) Fifty-five 2nd Class Magistrates, of whom three are Assistant Commissioners, three are Munsiffs, and the rest Amildars.
- (v) Thirty 3rd Class Magistrates, of whom two are Probationary Assistant Commissioners, eighteen are Amildars and the rest Deputy Amildars.

3. The Government have decided after careful consideration to provide a separate agency for the disposal of the mass of original criminal work that is now being done by Magistrates of all classes other than the three full-time Magistrates of the first class already available, as referred to above, and also the Munsiff Magistrate of the Kolar Gold Fields, who will continue as heretofore.

They do not, however, think it desirable to divest the executive heads of districts altogether of their appellate powers and powers of revision and superintendence. No material change is therefore contemplated with regard to the position and functions of the District Magistrates.

At the same time these officers have not, as a rule, done much original criminal work in the past, and hereafter they will not be expected to try any original cases other than such as for special reasons may be withdrawn by themselves or transferred to their file from the Courts of other Magistrates. As regards appellate work also, the Special Magistrates, 1st class, will be duly empowered to hear appeals from the decisions of 2nd and 3rd class Magistrates, wherever the original work is not very heavy. The conditions prevailing in the Kolar Gold Fields being exceptional, it is not proposed to divest the Special Magistrate of the executive powers now vested in him.

4. To each district will be assigned, for the present, one Special Magistrate of the 1st class, who, in addition to original cases triable by a 1st class Magistrate, will also dispose of such appeals as he may be empowered to hear.

5. All cases triable by 2nd and 3rd class Magistrates will be dealt with by Special Magistrates of the 2nd class as also by benches of Magistrates in places where it may be possible to constitute such Benches.

The Courts of the Special Magistrates of the 1st class to be newly established will be located at the headquarters of the various districts. The number, location and territorial jurisdiction of the courts of Special Magistrates, will, subject to any modification which experience may dictate, be fixed tentatively as shown in the statement appended to this order. District Magistrates will endeavour to equalise the work of these courts as far as practicable by occasional withdrawals and transfers of cases.

Assistant Commissioners, Amildars and Deputy Amildars will continue to be Magistrates *ex-officio*; but they will cease to exercise magisterial functions in practice except such as are really executive in their nature, as for instance those referred to in Chapters VIII, IX, X, XI and XII of the Criminal Procedure Code.

6. The new Special Magistrates as also the three now in existence, will be included in the cadre of the Judicial Department, the pay of the 1st class Magistrates being the same as that of the Subordinate Judges, *viz.*, (Rs. 500— $\frac{3}{2}$ —600) and that of 2nd class Magistrates the same as that of Munsiffs *viz.*, (150—200— $\frac{3}{4}$ —400 per mensem). The officers immediately required to fill the places of Special Magistrates will, pending the elaboration of a suitable scheme of recruitment, be selected, partly from among Assistant Commissioners, Munsiffs and Amildars and partly from among the members of the Bar. Assistant Commissioners may also be temporarily appointed Magistrates for a period of two years or more and may be shown as seconded in the cadre of Assistant Commissioners.

7. Clerical establishments for the new Courts will be provided on the following scale :—

I.—FOR THE COURTS OF THE SPECIAL MAGISTRATES OF THE
FIRST CLASS.

| Establishment | Salary per mensem | Cost per annum |
|------------------------|----------------------|-------------------|
| | Rs. | Rs. |
| 1 Head Clerk on | 50 | 600 |
| 1 Clerk " | 35 | 420 |
| 1 Clerk " | 25 | 300 |
| 1 Clerk " | 20 | 240 |

II.—FOR THE COURTS OF THE SPECIAL MAGISTRATES OF THE
SECOND CLASS.

| Establishment | Salary per mensem | Cost per annum |
|------------------------|----------------------|-------------------|
| | Rs. | Rs. |
| 1 Head Clerk on | 40 | 480 |
| 1 Clerk " | 30 | 360 |
| 1 Clerk " | 20 | 240 |

The menial establishment for each Court will consist of 1 Daffedar on Rs. 8 and 3 peons on Rs. 7 each per mensem; and a sum of Rs. 200 per annum will be provided on account of contingencies.

8. The cost of the scheme outlined above will be as shown below :—

| | Per annum. |
|---|------------|
| Rs. | |
| Pay of 8 Special Magistrates of the 1st class at Rs. 500— $\frac{5}{2}$ —600 per mensem ($566\frac{2}{3} \times 8 \times 12$) ... | 54,400 |
| Pay of the 3 existing Magistrates of the 1st class at Rs. 500— $\frac{5}{2}$ —600 per mensem ... | 20,400 |
| Pay of 24 Special Magistrates of the 2nd class at Rs. 150—200— $\frac{5}{2}$ —400 per mensem. ($360 \times 24 \times 12$) ... | 86,400 |
| Ministerial establishments of 8 1st class Magistrates' Courts at Rs. 1,560 each ($8 \times 1,560$) ... | 12,480 |
| Ministerial establishment of 24 2nd class Magistrates' Courts at Rs. 1,070 each ($24 \times 1,070$) ... | 25,680 |
| Menial establishments of 32 Courts at Rs. 348 each ... | 11,136 |
| Contingencies for the 32 Courts at Rs. 200 each ... | 6,400 |
| Total per annum | 2,16,896 |

9. Against this amount should be set off a sum of Rs. 53,940 being the savings that may be effected in respect of the following items of expenditure as a result of the introduction of the new scheme.

| | Per annum. |
|---|------------|
| Rs. | |
| (1) Pay of 4 Additional Assistant Commissioners sanctioned in May 1917 for 4 new Sub-Divisions ($4 \times 350 \times 12$) ... | 16,800 |
| (2) Pay of the 68 Judicial gumastas of Taluk Office at Rs. $21\frac{1}{4}$ per mensem ($21\frac{1}{4} \times 68 \times 12$) ... | 17,340 |
| (3) Pay of 16 Magisterial clerks of the Sub-Division Offices at Rs. 25 per mensem ($16 \times 25 \times 12$) ... | 4,800 |
| (4) Pay of 8 clerks of the Deputy Commissioners' Offices engaged in Magisterial work at Rs. 25 per mensem ... | 2,400 |
| (5) Pay of the 3 existing Magistrates 250— $\frac{5}{2}$ —450 ($350 \times 3 \times 12$) ... | 12,600 |
| Total | 53,940 |

10. The net total cost of the scheme will thus be Rs. 1,62,956.

11. The scheme as outlined above will, for the sake of convenience, be introduced in the first instance, that is to say, with effect from 1st January 1919, into the districts of Bangalore and Shimoga and will be extended later on to the remaining districts of the State.

12. Deputy Commissioners, Heads of Departments concerned and the Registrar of the Chief Court are requested to submit in good time beforehand all necessary proposals for orders including the draft of notifications to be issued in regard to the constitution of the new courts, the provision of buildings for their location, the selection of officers and officials, and other matters incidental to the introduction of the new scheme.

13. The Efficiency Audit Officer will be entrusted with the duty of working out the practical details of the scheme in consultation with the Deputy Commissioners, Heads of Departments concerned and the Registrar of the Chief Court with a view to bring it into operation from 1st January 1919.

ANNEXURE.

LOCATION AND JURISDICTION OF CRIMINAL COURTS UNDER THE SCHEME OF SEPARATION OF JUDICIAL AND EXECUTIVE FUNCTIONS (TENTATIVE).

| District | Location of Courts of Special Magistrates of First and Second class | Territorial jurisdiction |
|-----------|--|--|
| Bangalore | 1. City Magistrate, Bangalore ... | The 1st class cases of the whole district and the 2nd and 3rd classes of the taluks of Nelmangala, Devanhalli and Doddaballapur to be distributed between the Courts. |
| | 2. Special Magistrate, 1st class, Bangalore. | |
| | 3. Special Magistrate, 2nd class (1) Bangalore (2) Closepet | The taluks of Bangalore, Hoskote and Anekal The Closepet Sub-Taluk and the Taluks of Channarayana, Magadi and Kankanhalli. |
| Kolar | 1. Special Magistrate, 1st class, Kolar. | The 1st class cases of the whole district except the Kolar Gold Fields. |
| | 2. Special Magistrate, 1st class, Kolar Gold Fields. | The Kolar Gold Fields. |
| | 3. Special Magistrate, 2nd class. (1) Kolar Gold Fields (2) Kolar (3) Chikballapur | The taluks of Bowringpet, Mulbagal and Malur. The taluks of Kolar, Srinivasa and Chintamani. The taluks of Chikballapur, Goribidnur, Bagelipalli, Sidlaghatta and the Gudibanda Sub-Taluk. |
| | 1. Special Magistrate, 1st class, Tumkur. | The whole district (1st class cases only). The taluks of Maddur, Pavagada, Sira and Koratagera Sub-Taluk. The taluks of Tiptur and Chiknayakanhalli and Turuvekere Sub-Taluk. The taluks of Tumkur, Gubbi and Kunigal |
| | 2. Special Magistrate, 2nd class. (1) Maddur (2) Tiptur (3) Tumkur | |
| | 3. City Magistrate, Mysore ... | |
| Mysore | 1. City Magistrate, Mysore ... | The 1st class cases of the Mysore City and taluk. |
| | 2. Special Magistrate, 1st class, Mysore. | The 1st class cases of the district (excluding the Mysore Taluk). |

ANNEXURE—*concl'd.*

| District | Location of Courts of Special Magistrates of First and Second class | Territorial jurisdiction |
|-------------|---|--|
| | Special Magistrate, 2nd class. | |
| | (1) Mysore | The taluks of Mysore, Hunsur, Yedatore and Heggaddevankote. |
| | (2) Mandya | The taluks of Malvalli, Mandya, Krishnarajpete, Nagamangala and Seringapatam and French Rocks Sub-Taluk. |
| | (3) Nanjangud | The taluks of Nanjangud, T-Narsipur, Chamrajnagar and Gundlupet |
| Hassan ... | 1. Special Magistrate, 1st class, Hassan | The whole district (1st class cases only). |
| | 2. Special Magistrate, 2nd class. | |
| | (1) Hassan | The taluks of Hassan, Manjarabad and Belur and Alur Sub-Taluk. |
| | (2) Channarayapatna .. | The taluks of Channarayapatna, Arsikere, Hole-Narasipur and Arkalgud. |
| Shimoga ... | 1. Special Magistrate, 1st class, Shimoga. | The whole district (1st class cases only). |
| | 2. Special Magistrate, 2nd class. | |
| | (1) Shimoga | The taluks of Shimoga, Channaguri, Tirthahalli and Honnali and Kumsi Sub-Taluk. |
| | (2) Sagar | The taluks of Sagar, Sorab, Nagar and Shikarpur. |
| Kadur . | 1. Special Magistrate, 1st class, Chikmagalur. | The whole district (1st class cases only). |
| | 2. Special Magistrate, 2nd class. | |
| | (1) Chikmagalur | The taluks of Chikmagalur, Mudgere and Koppa. |
| | (2) Tarikere | The taluks of Tarikere and Kadur and Narasimharajapura Sub-Taluk. |
| Chitaldrug | 1. Special Magistrate, 1st class, Chitaldrug. | The whole district (1st class cases only). |
| | 2. Special Magistrate, 2nd class. | |
| | (1) Chitaldrug | The taluks of Chitaldrug, Hiriyur, Challakere and Molakalmuru. |
| | (2) Davangere | The taluks of Davangere, Holalkere, Hosadurga, and Jagalur and Harihar Sub-Taluk. |

G. O. No. J. 4550-4600—Cts. 312-12-1, dated 10th May 1918.

POLICE.

The Police Department.

A SCHEME OF RE-ORGANIZATION.

The reorganization of the Police Department has been engaging the attention of Government for some time past and both Mr. K. R. Srinivasa Iyengar, the present Inspector-General of Police, and Dewan Bahadur Rajasabhabhushana C. Srikantesvara Iyer, his predecessor in office, have submitted detailed proposals in the matter. The improvement of the morale and efficiency of the force is the chief object in view in this reorganization, and Government trust that the additional expenditure now sanctioned will lead to a decided improvement all round.

2. *Inspectorate*.—It is recommended that the minimum pay of Inspectors should be raised from Rs. 40 to Rs. 60 per mensem, that progressive salaries should be abolished except in the cases of Special Reserve Inspector and Special Reserve Sub-Inspector, that the horse allowance of Inspectors should be fixed at Rs. 30, Rs. 25 and Rs. 20 instead of the existing rates and that not more than six Probationers at a time should be entertained on Rs. 40—10—50.

To improve the morale of the force by the recruitment of candidates with higher educational, social and physical qualifications, Government consider that the minimum pay of this class of officers requires to be substantially raised and are accordingly pleased to fix the minimum pay of Inspectors at Rs. 60 and to sanction the entertainment of Probationers. The incremental system of pay in the higher grades is not in accordance with the Government Order No. Fl. 6772-821—G. F. 154-16.2, dated 24th April 1917, and the appointments on fixed pay proposed by the Inspector-General are sanctioned. The progressive pay in the cases of the Special Reserve Inspector and the Special Reserve Sub-Inspector will also be converted to fixed pay and the appointments will not be ear-marked for any fixed rate of pay, the holders thereof, for the time being, getting the pay of their respective classes. In order to provide for these two places the number of Inspectors on Rs. 150 and Rs. 80 will each be raised by one and there will in future be two Inspectors for the Special Reserve, one a senior officer and the other a junior on smaller pay. As regards the rates of horse allowance, Government consider that the present rates require some enhancement owing to present conditions and there should be only two rates, *viz.*, Rs. 25 and Rs. 20 instead of the three proposed. The proposal of the Inspector-General to replace the nine temporary Inspectors by four temporary Sub-Inspectors on Rs. 40 each and five temporary Inspectors on Rs. 60 each is approved,

The Inspector-General of Police is of opinion that Jamadars should be gradually replaced by Sub-Inspectors and that there should be only one class of these officers on Rs. 40+Rs. 15 or Rs. 20 as also six probationers on Rs. 25 per mensem. Government accept these recommendations and are pleased to sanction the same with the modification that instead of only one class there shall be two classes of Sub-Inspectors, one on Rs. 40+15 or Rs. 20 and the other on Rs. 50+15 or Rs. 20, the number in each class being fixed in proportion of two to one.

3. Three grades of these officers on Rs. 14, Rs. 16 and Rs. 20 are proposed, but Government consider that it is sufficient to have two grades and are accordingly pleased to direct that there shall be only two grades of these officers on Rs. 15 and Rs. 18, a local allowance of Rs. 2 being given to those who are posted to the cities of Bangalore and Mysore. The allowances of such of the men in these places as are now drawing a larger sum may be allowed to continue so long as they remain in their present posts. The allowances of the men in the Gold Fields will remain unaltered.

4. Government have already observed that the existence of a large number of substitutes in the constabulary is not satisfactory. The cost of living has increased and owing to increased activity in other departments of life, it is reported that it has become difficult to enlist proper men. To facilitate recruitment of proper men, the present rates of pay have to be raised and some scope for promotion has also to be provided.

Mr. Srinivasa Iyengar proposes two rates based on a time scale for constables, one for the districts and the other for the Cities of Bangalore and Mysore and the Kolar Gold Fields. Government consider it more convenient to have the pay of the constables uniform throughout the State. They therefore direct that the pay of the constables be fixed as follows.—

| | Rs. |
|------------------------------|-----|
| On entertainment | 8 |
| After two years' service | 9 |
| After seven years' service | 10 |
| After fifteen years' service | 11, |

an allowance of rupee one per mensem being in addition given to the men employed in the cities of Mysore and Bangalore. The present local allowance attached to the Kolar Gold Fields, Criminal Investigation Department and the Bowringpet Town will be continued. If on account of special local circumstances it is considered necessary to grant local allowance to constables in other localities, the Inspector-General should obtain the special sanction of Government therefor, a list of such places and the special reasons applicable to each being furnished.

5. The Inspector-General of Police recommends that to maintain the school at a high standard of efficiency it should be placed under an officer of the

The Police Training School.

grade of Superintendent of Police with a local allowance of Rs. 50 per mensem, that the instructors should be selected from among the Inspectors, that the Jamadar attached to the school should be replaced by a Sub-Inspector and that a local allowance of Rs. 40 each per mensem to Inspectors and Rs. 25 per mensem to Sub-Inspectors so selected should be given. The appointment of a competent shorthand Instructor on Rs. 50—5—75, the payment of an allowance of Rs. 25 to the Instructor in photography, the opening of an equitation class attached to the school at a cost of Rs. 180 per mensem and the opening of an additional school for constables are also recommended. All the proposals except the opening of an additional school and the equitation class commend themselves to Government and are sanctioned. The Inspector-General of Police is requested to submit separate and detailed proposals in regard to the formation of an equitation class for the consideration of Government.

6 Owing to the increase of work in the District Police offices, it is necessary to increase the staff and to raise the pay of the officials, and Government are pleased to sanction the revision of the establishments at an additional cost of Rs. 6,780 per annum as proposed by Mr. Srinivasa Iyengar.

7. The proposal to abolish the ookads where they are unnecessary and to raise the pay of ookad totis to Rs. 3 in the maidan and Rs. 4 in the malnad at an additional expenditure not exceeding Rs. 6,000 per annum is sanctioned.

8. Government are also pleased to accord sanction to the appointment of one Inspector on Rs. 150 with an allowance of Rs. 30 per mensem for the charge of the stores in the Chief Office in place of the present Store-keeper.

9. The principles laid down by Mr. Srinivasa Iyengar, (*vide* annexure) for recruitment to the several grades of officers and men, as also his proposal to give effect to the scheme gradually are approved. Government desire that in recruiting to the several grades, the claims of not only the men in the cities but also of those in the districts should be duly considered, and that, as a rule, only natives of Mysore by birth or domicile certified as such by a Gazetted officer of the State should be appointed to the vacancies. Lists of all appointments and of first promotions should also be submitted to Government.

10. Suggestions regarding the formation of a separate cadre for Superintendents of Police and recruitment therefor are reserved for separate consideration.

ANNEXURE.

EXTRACTS FROM THE NOTE OF THE INSPECTOR-GENERAL OF POLICE ON THE PRINCIPLES OF RECRUITMENT OF THE POLICE FORCE.

(1) *Inspectors*.—(i) Minimum pay to be raised from Rs. 40 to Rs. 60.

(ii) In the higher grades, increment system to be replaced by appointments on fixed pay, except in the cases of the Special Reserve Inspector and Sub-Inspector.

(iii) Vacancies among Inspectors to be filled up as follows:—

(a) Not less than one-third by promoting competent men among the Sub-Inspectors.

(b) The rest by direct recruitment. Recruits selected for Inspectors' places should be graduates. In the case of members of backward communities, if no graduates are available among them, under-graduates may be selected. The men selected to be on probation for two years, during which period they should pass the Local Service Criminal Higher examination, and also the prescribed test from the Police Training School, including Equitation and Shorthand, and undergo some training in practical work.

(2) *Sub-Inspectors and Jamadars*.—(i) All Jamadars to be gradually replaced by Sub-Inspectors at the rate of about 20 every year.

(ii) Pay of Sub-Inspectors to be fixed at Rs. 40 plus horse allowance of Rs. 20 or Rs. 15 according to the locality.

(iii) Recruitment of Sub-Inspectors to be as follows:—

(a) Not less than one-third from among the Daffedars and Sergeants.

(b) Rest by direct recruitment. Men directly recruited should be Matriculates or have passed the S. S. L. C. In the case of men of backward communities, Lower Secondary in English to be the minimum qualification required if S. S. L. C. men or Matriculates are not available among them. The selection of men below the Matriculation or S. S. L. C. standard should be resorted to, however, only in exceptional cases, as, considering the nature of the work to be done by these officers and the knowledge of law required of them it is very desirable that they should have received a fair amount of general education.

(c) Men directly recruited to be ordinarily on probation for not less than one year during which period they should pass the Criminal Lower examination and also the prescribed test from the Police Training School. Their pay during the probationary period may be fixed at Rs 25 per mensem.

(d) The number of Probationary Sub-Inspectors (in excess of the sanctioned scale of Sub-Inspectors) not to exceed 6 at a time.

(3) *Daffedars and Sergeants*.—(i) Pay to be raised to Rs. 14, 16 and 20, from Rs. 12, 14 and 16, respectively.

(ii) Recruitment to be as follows:—

(a) Not less than one-third by promoting competent constables.

(b) Rest by direct recruitment. Recruits must have passed at least the Lower Secondary Examination in English or Kannada and should undergo satisfactory training in the P. T. S. before being confirmed.

SANITATION.

Health Museum and Lectures.

The question of devising suitable measures for imparting instruction to the people regarding Hygiene and Sanitation has been engaging the attention of Government for a considerable time. A beginning in this direction has already been made in the scheme sanctioned by Government in their order No. 4094-8—San. 114-15-11, dated the 2nd January 1917, approving the proposals of the Sanitary Commissioner for the delivery of popular lectures by the District Sanitary Officers with the aid of magic lantern slides. The following two schemes have also been suggested towards achieving the object under consideration—

(1) The periodical holding of Health Exhibitions.

(2) The establishment of a Health Museum.

Government are of opinion that the first scheme by itself is limited in its usefulness and the expenses of periodically holding Health Exhibitions in selected places will not be commensurate with the benefits that may be derived therefrom.

The other scheme of establishing a Central Health Museum, however, commends itself to Government. The advantage of having a Central Museum is that it affords convenience to collect in a central place all the exhibits which are of any value and these may be sent out at little cost to various parts of the State and thus serve as a medium of instruction to a large section of the people.

Government are accordingly pleased to sanction the establishment of a Central Health Museum. It will, for the present, be located in the Chamarajendra Technical Institute, Mysore. A beginning may be made to start the museum with the articles selected for preservation from the last exhibition as a nucleus, and additions made to the collection from time to time as funds permit.

Choice exhibits may, on the application of local bodies and at their expense, be sent out to various parts of the State for display on the occasion of important jatras or other large congregations.

The utility of the scheme may further be extended by eventually establishing branches of Central Health Museum in all district and taluk headquarter stations, financed partly by Local Funds and partly by local State Funds.

A committee consisting of the Sanitary Commissioner, the Deputy Commissioner, Mysore District, and the Health Officer, Mysore City, will be constituted to make a selection of the exhibits, frame rules as to the conditions on which articles of the museum may be lent out for local exhibitions and elaborate such other details as are necessary to ensure that the best results are achieved by a judicious combination of the two schemes now under consideration.

The Health Officer, Mysore, will be *ex-officio* Superintendent of the museum. He will be assisted by a Curator who will not only look after the museum but also explain in simple Kannada the meaning and value of the exhibits.

G. O. No. 5861-71—San. 120-17-1, dated 17th April 1918.

Village Planning and Sanitation.

A MEMORANDUM BY THE SANITARY COMMISSIONER.

A. *In the selection of a site for a new village, the following points deserve consideration :—*

1. Proximity to cultivable lands.
2. Proximity to tanks.
3. Proximity to high roads and other means of intercommunication.
4. Proximity to centres of trade.
5. Facility of tapping potable water at no great depth.
6. Elevation of land and capability of its being easily drained.

As regards the existing villages, the question of removal to new sites arises in those few cases where unhealthiness has become very marked.

B. *Points to be considered in planning a new village or improving an old one :—*

1. A village plan should make provision for the housing of various communities in separate blocks, thus preserving their communal interests in the village.

2. The plan should provide room for future extension when the population increases.

3. The plan should provide for sites, for shops, temple, mosque, school, dispensary, Post office, rest-house for travellers, etc. These may be built only as occasion arises.

4. The plans should provide separate sites for granaries.

5. There should not be too much open space in the village, as it cannot be kept clean and offers temptation for storage of manure.

6. In villages big enough to be formed into Unions or minor Municipalities, a few public latrines should be provided at convenient spots. In other villages, places for digging trenches for disposal of nightsoil should be provided in the plan.

7. The plan should show where avenue trees should be planted or "topes" formed.

8. The plan should show places where the villagers can store their manure, no such accumulation being allowed either in individual houses or within the precincts of the village.

9. A convenient place outside the village should be set apart for holding a "santhe" or "cattle-fair."

10. The plan should show where public wells are to be located.
11. The plan should show the alignment of roads not more than 15 feet wide and of conservancy lanes not more than 8 feet wide.
12. In the alignment of house sites, the plan must show the area to be built upon for human habitation, the position of cattle-shed and the open space to be left between any two adjacent houses.

C. Points to be remembered in drawing plans for individual houses.

1. Every house must be at a distance of at least 12 feet from the houses on either side.
2. Each house must have a detached cattle-shed in the backyard, having no connection with the living quarters.
3. Each house must have a small kitchen garden between itself and the cattle-shed, where all the house sullage can be used profitably for growing vegetables.
4. No cess-pools should be allowed.
5. The flooring should be slightly raised above the level of the surrounding land and should be made of impervious material.
6. In the living quarters, the corners of the rooms should be made rat-proof.
7. The ceiling should be of tiles. No mud-roofed structures should be allowed.
8. Proper provision for ventilation and lighting should be made.
9. There should be at least one kitchen, one living room and one verandah in each house.
10. One house should accommodate not more than one family.
11. A granary should not be a part of the house.

D. General sanitary measures to be adopted in villages.

1. Draw-wells only to be sunk. No step-wells to be attempted. Draw-wells to have parapet walls and pulleys.
2. If a village is resorted to by many travellers, the wells yielding the drinking water-supply should be covered up and fitted with Myer's pumps.
3. No excavations to be made and all existing pits to be filled up.
4. No hedge to consist of lantana or prickly pear.
5. If a tank or channel or stream is the only source of drinking water-supply, no men or cattle or clothes should be allowed to bathe or to be washed therein.
6. Nobody should be allowed to commit nuisance in the streets or lanes or open spaces in a village.
7. There should be no collection of rubbish in or about the houses, where flies can breed.
8. Houses to be built only according to a plan approved by the sanitary authority.
9. Uninhabited, dilapidated houses to be pulled down by the village authorities, and cost, if any, recovered from the owners.

10. No offensive trade to be carried on in a village.

11. Every case of cholera, plague or small-pox to be reported by the Patel at once to the Amildar. The appearance of dead rats should be reported likewise.

12. Vaccination to be made compulsory in the village.

13. In places well-known to be malarious or to be liable to periodical visits of cholera, the Patel or the School Master may be given a stock of quinine for free distribution and permanganate of potassium for disinfecting the well-waters. Vaccinating the children and inoculating cattle are too technical to be entrusted to the villagers.

The majority of existing villages require improvement in various directions, *e.g.*,

- (1) providing proper drainage,
- (2) separation of cattle-sheds from the dwelling portions,
- (3) a fairly safe water-supply,
- (4) removal of manure to a selected place outside the village,
- (5) closing of all pits,
- (6) laying out straight roads and lanes, and
- (7) extensions where there is much congestion.

Each village must be surveyed by a special agency for noting all its needs, estimating the cost and carrying out the necessary works. The funds to come from—

- (1) contributions from District and Taluk Boards,
- (2) contributions from the villagers, and
- (3) Government grants.

When any houses are acquired in carrying out the improvements, compensation should be given to the owners, not in the form of money but of new sites and building materials.

G. O. No. R. 10989-99—L. R. 425-17-5, dated 9th May 1918.

Malnad Improvement Scheme.

A REVIEW OF RESULTS AND FUTURE LINES OF ACTION.

The Malnad Improvement Scheme which was sanctioned in Government Order No. 8036-84—Med. 24-13-13, dated the 24th February 1914, has now been in operation for over three years and a half in the Districts of Shimoga, Kadur and Hassan. The scheme is intended for the improvement of the Malnad or the hilly region along the Western Ghats and affects the welfare of over seven lakhs of His Highness' subjects.

2. *Initial difficulties.*—Though the scheme was sanctioned in February 1914, much work could not be done in the first year as considerable time elapsed before the necessary establishment could be got together. It is difficult at all times to induce subordinate officials to take up service in the Malnad and the difficulty was enhanced in

the present case where a specially trained staff had to be found for temporary service. Even in the second year, the officers entrusted with the working of the scheme were unable to spend the full amount (Rs. one lakh) which Government allotted for the improvement works. These difficulties are being gradually overcome and the allotment sanctioned for the third year, *viz.*, Rs. 1,50,000 has been fully spent. The officers are now asking for larger allotments as they feel confident that they will be able to fully utilise them.

3. In the month of May 1917, local opinion, official as well as non-official, was obtained as to the working and progress of the scheme. It was noticed that the operations had met with general approval. The people besides co-operating with the officers in carrying out the measures, were themselves striving to improve their condition. It was stated that during the past year or two, deaths from malaria had shown a tendency to decline and that whatever the cause, small-pox had not appeared, for three years, in an epidemic form. Some minor modifications in the scheme were suggested and certain remedial measures recommended in the order of 1914 were singled out as more important than others. But the officers and the public were unanimous that the continuance of the scheme was absolutely necessary if the tract was to be saved from further deterioration. A Special Committee of the Representative Assembly consisting of representatives from the Malnad, appointed in the summer Session of 1917 to investigate the working of the scheme were also of the same opinion. They recommended, among other things, the continuance of the scheme for a period of at least twenty years.

4. *Activities classified.*—The activities included under the scheme may be divided into two groups, those relating to prevention and cure and those relating to development.

5. *What has been attempted and done.*—The work so far done under the scheme is indicated in the statistical abstract appended to this order.

Preventive and curative measures.—It will be seen that two measures, *viz.*, medical relief and the provision of good drinking water to the people have received special attention. The clearance of rank vegetation round villages and huts is a matter of supreme importance and it is gratifying to notice that this work has been attempted mainly by the people at their own cost. Drains have been constructed in a number of villages and some villages where extreme insanitary conditions prevailed have been shifted to healthier localities.

Measures have been taken by means of popular lectures and the distribution of leaflets in Kannada to instruct the people as to the best means of combating the adverse climatic and other conditions of the Malnad. The tract has also fully shared in the increased educational facilities afforded to the people of the State in recent years.

Development measures.—To relieve agricultural indebtedness, special attention is being paid to popularise Co-operative Societies and a debt survey in specified localities has been completed. Some new roads have also been formed. Further new settlers have been attracted to places capable of supporting a larger population.

A committee of certain officers and non-officials was appointed in November 1915, for investigating and reporting upon the grievances of the raiyats and other matters, connected with the reservation of forest and forest administration generally in the Shimoga District. The committee went thoroughly into the questions referred to it and drew up an exhaustive and interesting report and orders were passed in Government Order No. R. 973-89—Ft. 88-15-22, dated 27th July 1917.

6. *Lessons from past experience.*—The experience of the last three and half years has shown the need for a bolder policy. The expenditure hitherto incurred has been mostly for measures coming under the group, preventive and curative, and it is found that the allotments sanctioned for the three districts are barely sufficient for those purposes. But for any rapid or substantial improvement in this region, certain measures for development also seem indispensable. These measures which will require an improved organization and the co-operation of several departments of Government, may be classed under four heads, *viz.*,

- (1) Roads, tanks and railways.
- (2) Attraction of settlers and supply of labour.
- (3) Relief of agricultural indebtedness, and
- (4) Development of forest and other industries.

7. *Roads and Railways.*—The development of communications, though recommended in the Government Order of 1914, has not received adequate attention from the committees and the departments concerned. On account of the broken character of the country, many villages in the interior can be reached only with difficulty in fair weather and some of them are completely isolated and inaccessible for weeks during the monsoon. The condition of the Malnad people cannot be expected to improve unless they are given greater facilities for communicating with other parts of the State. Better communications are needed also to enable the people to market their produce to the best advantage and to benefit by a periodical change to drier and healthier parts. The Public Works and Forest Departments, the District Boards and the Village Committees should all co-operate and bring into existence and maintain a number of roads and cart tracks sufficient to open up the whole area. The principal roads to be opened in the Shimoga District have already been enumerated in Government Order No. 57386-6—San. 87-15-9, dated 6th March 1917.

As regards railways, Government have under their consideration proposals for the construction of a metre gauge line from Shimoga to Arasalu and for the extension of the Tarikere-Narasimharajapura Tramway to Koppa. The question of the construction of Birur-Chikmagalur line also requires early attention.

8. *Attraction of settlers and labour supply.*—There is a large area of fertile land fit for cultivation in the Malnad which owing to lack of population is either classed as District Forest or lying fallow. By constructing small tanks and kattes for storing the abundant rainfall

during the monsoon and by offering suitable inducements to attract raiyats from the maidan parts of the State, a large peasant population can be planted in this region. For this purpose, blocks of land should be mapped out and kept in readiness to be given to incoming settlers. These people should be instructed as regards the precautions needed in respect of food, clothing and housing, to maintain health and strength under the malnad conditions.

The Central Committee has considered the question of labour supply and formulated certain definite proposals. Government will be prepared to render financial aid to any well considered scheme, provided the people of the locality evince their earnestness by contributing their fair share of time and money.

9. *Relief of agricultural indebtedness.*—No scheme of improvement for the Malnad can be considered complete which does not include measures for the relief of agricultural indebtedness. The development of Co-operative Societies on the lines suited to malnad conditions is an obvious remedy and the department concerned is paying special attention to the work. It is also necessary to provide cheap capital to the small landholders, many of whom are now irredeemably in the hands of money-lenders. For this purpose, as already stated, the establishment of a Land Mortgage Bank has been suggested and Government hope to pass early orders on the proposal.

10. *Forest Industries.*—Though the magnificent forests of the Malnad afford great facilities for developing forest industries, the committees and the departments concerned have not given adequate attention to the question. The recently appointed Special Forest Officer is investigating the prospects of starting large industries from forest produce. The local committees should be requested to devote special attention to the development of minor forest industries in order to provide occupations to the rural population, in consultation with the departmental heads concerned.

11. *Agency.*—The existing agency will carry out the curative and preventive measures specified in the Government Order of February 1914, with such minor temporary additions as may be found necessary. For the development operations mentioned above, an Engineering establishment consisting of an Executive or Assistant Engineer and the necessary subordinate staff may be associated with the existing agency.

12. The Deputy Commissioner, Shimoga District, has suggested that, in addition to the Central Committee and District Committees it would be desirable to institute committees at the headquarters of each taluk area in the Malnad. The Deputy Commissioners may, in consultation with the Central Committee, arrange to bring such committees into existence.

A suggestion has also been made that a half-yearly conference of the committees might be held at a suitable place under the presidency of a Member of Government. Such a conference is likely to materially promote co-ordination of effort on the part of all the officers and enhance the efficiency and usefulness of the organisation. One annual conference seems to be sufficient for the present which might be held preferably in the Malnad.

13. *Financial aspects and results. Preventive and curative measures.*—Out of the annual allotment of Rs. 12 lakhs at present sanctioned, roughly 33 per cent is spent on establishment, 25 per cent on drinking water wells, 4 per cent on medical relief, and the remaining 38 per cent on all the other measures enumerated in paragraph 5 above. This amount is, however, found insufficient as there are still a large number of places requiring sanitary improvements and medical relief. The present grant will consequently be enhanced to two lakhs per annum and continued for the next five years and will be utilised chiefly for preventive and curative measures, the increase of Rs. 50,000 being earmarked for opening more dispensaries, itinerant and semi-itinerant, and for improvements in sanitation.

Development measures—The capital expenditure on account of the development measures outlined above, will amount to about Rs. 15 lakhs which may be spread over a period of five years. The additional establishment needed for this work may amount to Rs. 25,000 annually and this will form part of the capital outlay. The financial aspect may be summarised as under:—

| | | Rs. |
|--|--------|----------|
| (1) Roads and Communications | ... .. | 5,00,000 |
| (2) (a) Formation of blocks | ... .. | 3,00,000 |
| (b) Attraction of settlers | ... .. |  |
| (c) Construction of new tanks and kattas | ... .. |  |
| (3) Malnad Forest Industries | ... .. | 1,00,000 |
| Total | ... .. | 9,00,000 |

Special arrangements—

| | | |
|--|--------|----------|
| (1) Supply of labour | ... .. | 1,00,000 |
| (2) Relief of agricultural indebtedness (advances) | ... .. | 5,00,000 |
| Total | ... .. | 6,00,000 |

The above amount may, as far as possible, be distributed between Shimoga, Kadur and Hassan districts in the ratio of 5, 3 and 2, respectively.

14. About one-half of the above expenditure will be in the shape of advance, or will be spent on reproductive works and may be expected to come back in some form to Government in due course. The remaining amount may be considered as expenditure incurred for developing the resources and training and educating the people. It would therefore be justifiable to meet the portion of the expenditure which will be required for making advances or for expenditure on reproductive works from loans raised preferably in the Malnad itself. The loans should be raised only after definite schemes have been received and fully considered from financial and administrative standpoints. The Chairmen of the District Committees are requested to submit definite proposals in the matter. The other half of the expenditure should be met by the departments concerned from the

grants made available to them under the budget settlement, for *e.g.*, the Public Works Department meeting the cost of roads and communications, as well as that of tanks and kattes, the Forest and Industries Departments the cost of forest industries, etc.

The Central Committee will be requested to formulate, in consultation with the District Committees and the officers concerned, and submit within three months, preliminary proposals for giving effect to the scheme as outlined above. Details may be worked out after obtaining sanction to the probable outlay involved for each individual proposal. Proposals may also be sent up for re-adjustment of the establishment employed and the additional staff needed for the development measures.

ANNEXURE.

STATEMENT SHOWING PROGRESS UNDER THE MALNAD IMPROVEMENT SCHEME, FROM THE COMMENCEMENT UP TO END OF DECEMBER 1917.

| Sl. No. | Items of work | Shimoga District | Kadur District | Hassan District | Total | Remarks |
|---------|---|------------------|----------------|-----------------|--------|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 1 | Clearance of rank vegetation— | | | | | |
| | Number of villages dealt with ... | 292 | 106 | 200 | 598 | |
| | Area cleared ... Acres | 595 | 1,800 | 910 | 2,805 | |
| | Value of work done by the raiyats .. Rupees | 14,623 | 13,500 | 12,000 | 40,123 | |
| | Value of work done by the Government | 5,014 | 880 | 600 | 6,444 | The following important schemes are under consideration :— (1) The question of labour supply to the Malnad. (2) Formation of Land Banks to relieve agricultural indebtedness. |
| 2 | Improvement of drainage ... | .. .. | ... | .. | ... |  |
| | Number of villages dealt with ... | 164 | 36 | 20 | 220 | |
| | Linear measurement of drains constructed .. | Yards 4,356 | 1,500 | 3,000 | 8,856 | |
| | Cost Rupees | 4,920 | 3,940 | 1,000 | 9,860 | |
| 3 | Number of insani- tary villages shift- ed .. | 12 | 21 | 21 | 60 | |
| 4 | Number of villages in which extensions have been formed away from paddy fields | 7 | 29 | 30 | 66 | |
| 5 | Number of well works taken up ... | 102 | 93 | 70 | 265 | |
| | Do completed .. | 40 | 70 | 54 | 164 | |
| | Number of old wells improved.. | 6 | 19 | 7 | 32 | |

ANNEXURE—*concl'd.*

| Sl. No. | Items of work | Shimoga District | Kadur District | Hassan District | Total | Remarks |
|---------|---|------------------|----------------|-----------------|-----------|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 6 | Cost | Rupees 25,598 | 35,500 | 21,750 | 82,848 | |
| | Medical relief— | | | | | |
| | New dispensaries opened .. | 3 | 6 | 1 | 10 | |
| | Number of patients treated .. | 25,038 | 4,500 | 16,000 | 45,538 | |
| | Number of quinine packets distributed .. | 662,575 | 281,00 | 300,000 | 1,243,575 | |
| | Number of vaccinators trained and employed .. | 6 | 2 | 4 | 12 | |
| | Number of persons vaccinated .. | 6,134 | 2,500 | 3,800 | 12,434 | |
| | Number of cases successful | 5,310 | 2,250 | 3,600 | 11,160 | |
| | Number of midwives newly trained and employed... | 7 | 8 | 3 | 18 | |
| | Number of cases conducted ... | 796 | 265 | 146 | 1,201 | |
| 7 | Total number of primary and aided schools .. | 477 | 262 | 250 | 989 | Information as regards the number of schools and Co-operative Societies started in the Malnad since the commencement of the scheme have not been furnished. This has been called for. |
| | Number of Industrial Schools ... | 8 | 6 | 4 | 18 | |
| 8 | Number of Co-operative Societies* .. | 75 | Nil. | Nil. | 75 | |
| | Expansion of communication | | | | | |
| 9 | Length of new roads | Miles 24½ | 30 | 40 | 94½ | |
| | Cost | Rupees 7,847 | 5,000 | 1,800 | 14,647 | |
| 10 | Attraction of settlers ... | ..... | .. | ... | .. |  |
| | Number of families settled .. | 195 | 154 | 30 | 319 | |
| | Amount advanced... | Rupees 5,815 | 1,750 | 200 | 7,765 | |
| | Extent of lands given .. | Acres 618 | 135 | Nil. | 753 | |
| 11 | Disease survey— | | | | | |
| | Number of villages | 10 | 8 | 6 | 24 | |
| 12 | Sanitary survey ... | ..... | ... | ... | ... |  |
| 13 | Malarial survey ... | ... | ... | .. | ... | |
| 14 | Debt survey ... | .. | .. | ... | ... | |
| 15 | Spread of knowledge of Sanitation and Hygiene ... | ... | ... | ... | ... | |
| | Subjects on which leaflets were issued. | 23 | 2 | 2 | 27 | |
| | Number of copies distributed .. | 31,800 | 20,000 | 12,000 | 63,800 | |

CO-OPERATIVE SOCIETIES.

The Co-operative Department.

A SCHEME OF RE-ORGANISATION.

Having regard to the rapid progress of the co-operative movement in the State, the desirability of extending its influence to other forms of co-operation besides credit and the need for providing for effective supervision to ensure the stability of co-operative institutions, Government have decided to reorganise the Co operative Department and are pleased to sanction the following arrangements to meet its requirements in the above directions.

The controlling staff of the Department will be strengthened by the addition of one Assistant Registrar of the rank of an Assistant Commissioner immediately and another Assistant Registrar will be appointed when the development of industrial and agricultural co-operation has sufficiently advanced to require the services of a separate whole-time officer. Government attach much importance to the question of bringing agricultural and industrial enterprises under the influence of the co-operative movement and the Registrar is requested to give special attention to it with the help of his Personal Assistant for the present.

The whole State will be divided into two charges on the basis of the number of co-operative institutions, with headquarters at Bangalore and Shimoga or other convenient centres and each division placed under one of the subordinate gazetted officers of the Department, subject to the general control of the Registrar.

The inspectorate and the clerical and menial establishments of the Department will also be suitably revised, as indicated in the annexed* statement. The revised scale should be given effect to as necessity arises and competent men become available.

The appointments of the Inspectors sanctioned for special work under the Agricultural Committee of the Economic Conference will cease from the 1st July 1918 and that of the Personal Assistant to the Registrar as soon as a separate additional officer is appointed for agricultural and industrial co-operation.

The Registrar is requested to submit detailed proposals for the distribution of duties, powers and jurisdiction between himself and his Assistants and for the co-ordination of work between the Co-operative and other Departments engaged in economic developments in the State.

*Omitted here,

Government desire that the policy of lightening official responsibility in respect of co-operative institutions should be steadily kept in view and the strength of the staff of the Department reduced as these institutions become popular and attain sufficient stability to manage their own affairs without much State assistance or control.

G. O. No. 12180-6—I. & C. 66-17-53, dated 18th June 1918.

AGRICULTURE.

Stock-breeding in the State.

GRANT OF CONCESSIONS.

The scheme formulated by the Agricultural Committee is approved with slight modifications and appended to this order

ANNEXURE.

RULES FOR THE ENCOURAGEMENT OF STOCK-BREEDING.

A grant of Rs. 125 to Rs. 150 a year will be made to an individual or a society for purchasing and maintaining at his or at its cost a good breeding bull, he-buffalo or a stallion, subject to the following conditions:—

1. The grant will be made by the Deputy Commissioner and President of the District Committee at the end of the official year on a report of inspection received from the Superintendent, Civil Veterinary Department. It will be renewable every year for the same animal for a maximum period of four years. The grant will be withdrawn whenever the animal becomes disabled or a change of animal is considered essential.

2. The stallion, bull or he-buffalo should be housed properly and maintained in good condition.

3. A register of service by the animal showing the date, month and year should be maintained, the number of coverings in the year not falling below 40.

4. The owner of an animal is authorised to levy for each service a fee to be fixed by the Deputy Commissioner, in the first instance, when application is made for the grant of a subvention under the rules and subsequently when the subvention is awarded year after year, after due consideration of the quality of the breeding animal and the conditions of the locality.

In each district, a register of the awards of subventions made under the rules shall be maintained and after each award, a certified copy of the entry relating thereto shall be delivered to the owner of the breeding animal.

All the breeding animals to which subventions have been granted in a district shall be inspected not less than once a year by an officer of the Civil Veterinary Department who shall within a week after inspection, submit a report to the Deputy Commissioner.

G. O. No. 11730-41—A. & E. 12-17-11, dated 1st June 1918.

PUBLIC WORKS.

The Electrical Department.

GOVERNMENT REVIEW ON THE ADMINISTRATION REPORT FOR 1916-17.

The revenue from the scheme was estimated at Rs. 24,70,000, but the amount actually realised was Rs. 23,21,050 against Rs. 25,05,697 billed for. Deducting therefrom the amount of Rs. 3,61,142, credited to the Krishnarajasagara Works, the gross revenue stood at Rs. (23,21,050—3,61,142), 19,59,908.

Leaving out of account the charges debitable to depreciation and suspense heads, the net revenue from the scheme, after deducting only the working expenses, would be Rs. (19,59,908—4,64,602), 14,95,306 against Rs. 15,70,000 during the previous year.

The financial results of the scheme to the end of 1916-17 may be summarised as below :—

| | |
|--|-------------|
| | Rs. |
| Capital outlay to end of 1916-17 ... | 1,10,77,099 |
| Gross earnings.— | |
| Total from power supply for the whole period ... | 2,60,84,008 |
| Accumulated interest on Depreciation Fund ... | 7,54,394 |
| | <hr/> |
| Total ... | 2,68,38,402 |
| Expenditure— | |
| Working expenses (after deducting the amount under suspense) ... | 49,44,523 |
| Depreciation Fund ... | 38,25,585 |
| Interest at 4 per cent on capital outlay ... | 48,08,321 |
| Amount credited to Krishnarajasagara Works from the year 1915-16... .. | 6,92,142 |
| | <hr/> |
| Total ... | 1,42,70,571 |
| Net profit for 15 years from 1902-03 ... | 1,25,67,831 |
| Average profit per year ... | 8,37,855'4 |

The amount at the credit of the Depreciation Fund and the total charges debited thereto to the end of 1916-17 were Rs. 38,25,585 and Rs. 1,93,794, respectively. The principal items of work sanctioned under "Depreciation" and in progress during the year are :—

- (a) Remodelling the Bangalore Branch Transmission line.
- (b) Improvements to No. 12, Turbine and the Mysore Transmission lines.
- (c) Providing new windings to certain air blast Transformers at Sivasamudram.

The demand for interior lighting installations in Bangalore and Mysore continued to grow steadily, as may be seen from the statement given below :—

| Sections | To end of 1914-15 | To end of 1915-16 | To end of 1916-17 |
|--|----------------------|----------------------|----------------------|
| Bangalore City | 686 | 933 | 1,162 |
| Bangalore Civil and Military Station | 898 | 1,044 | 1,416 |
| Mysore City | 291 | 372 | 466 |

The number of power installations in the Bangalore and Mysore Cities rose from 70 to 89 at the end of the year under report. There has also been a satisfactory increase in the demand for power for minor industries.

Fifth Installation.—The turbine and the generator set were installed during the year. All the penstock pipes were received and their erection was in progress.

The total quantity of power generated during the year was 89,369,500 units as against 90,392,109 units during the preceding year. This difference is due to the change-over from the transmission voltage of 35,000 to 70,000, which tended to reduce appreciably the line loss from approximately 22·5 per cent to very nearly 10 per cent. The change to the higher voltage which was made in the latter part of 1915-16, also resulted in the saving of power for the Kolar section during the whole of the year 1916-17, which is satisfactory.

Government are pleased to record their appreciation of the satisfactory manner in which the Department has been managed by Mr. S. G. Forbes, Chief Electrical Engineer, during the year under report.

G. O. No. C. P. S. 336-40-12A, dated 1st May 1918.

LOCAL SELF-GOVERNMENT.

Bangalore City Municipality.

GOVERNMENT REVIEW ON THE ANNUAL REPORT FOR 1916-17.

The strength of the Municipal Council was increased during the year by the addition of a member to represent the Bangalore Chamber of Commerce. There were thus 1 *ex-officio*, 12 nominated and 12 elected, or in all, 25 members.

2. *Meetings*.—Twenty meetings were held, of which 12 were ordinary, 3 adjourned and 5 special. The average attendance of official and non-official members, respectively, was 1·95 and 15·25 against 1·88 and 15·77 in the previous year. The attendance of non-official members at the meetings admits of improvement.

3. *Assessment and taxation*.—The general revision of assessment which had been allowed to lie over for a period of nearly 20 years was completed during the year, resulting in an average net increase of 20 per cent in the revenue from assessed taxes. Government note with satisfaction that this work was undertaken and completed by the ordinary establishment of the Municipality.

The incidence of taxation during the year was Rs. 3-4-0 per head of population, against Rs. 3-0-1 in the previous year.

4. *Demand, collection and balance*.—The total demand under all items including arrears (except octroi) was Rs. 3,22,834 (against Rs. 4,23,850 for 1915-1916) of which Rs. 2,69,132 or 83·4 per cent was collected, Rs. 8,291 or 2·5 per cent remitted, and Rs. 45,411 or 14·1 per cent remained in arrears. Collections under Octroi aggregated Rs. 1,35,425 against 1,20,438 in 1915-16. The percentage of the demand collected in the case of assessed taxes was higher than in the previous year, being 72·3 per cent against 63 per cent in 1915-16 and there was also some reduction in the amount of remissions sanctioned.

5. *Financial position*.—The total receipts under all heads amounted to Rs. 5,32,924 against Rs. 4,83,131 in the previous year and showed an increase under all the principal items of municipal revenue. The total disbursements during the year amounted to Rs. 6,00,012 against Rs. 3,46,992 in the previous year. This amount includes extraordinary items of expenditure as indicated in the margin, aggregating a sum of Rs. 2,79,832. Thus the ordinary expenditure of the Municipality (Rs. 3,20,180) was

| | Rs |
|---|----------|
| Advances to the Special Revenue Officer ... | 47,400 |
| Compensation paid for properties acquired ... | 50,200 |
| Investment in the Bank of Mysore ... | 150,000 |
| Site values credited to Government ... | 25,368 |
| Abnormal Plague charges | 6,864 |
| Total | 2,79,832 |

well within the normal income (Rs. 3,98,942) and the year ended with a balance of Rs. 1,04,832 in addition to a sum of Rs. 37,500 invested in the Mysore Government Promissory Notes and Rs. 1½ lakhs as a fixed deposit in the Bank of Mysore.

6. *Public Works*.—The total expenditure on Public Works under the different heads was Rs. 1,17,127 against Rs. 1,07,641 in the previous year.

7. *Lighting and water-supply*.—A sum of Rs. 27,780 was spent on account of lighting charges against Rs. 21,696 in the previous year.

With regard to the request of the Municipality to be given control over the water-supply and the electric lighting of the City, Government consider that such control will not conduce to the efficient management of these services and are unable to comply with the request for the present.

8. *Public health*.—But for the prevalence of plague in the City from July 1916 to April 1917, which accounted for 709 deaths, the public health was on the whole good.

9. *Sanitation and conservancy*.—The total expenditure under this head was Rs. 48,551 against Rs. 46,046 in the previous year.

As a result of the survey conducted in 1915-16, malaria was reported to prevail in certain localities in the City and certain remedial measures, *e.g.*, the filling up of the musquito breeding wells and pools and the acquisition of the *Tiglar* gardens were suggested by the Health Officer and approved by the Sanitary Commissioner. No information is contained in the report indicating the action taken by the Municipal Council on these recommendations. It is hoped that this important question will receive the continuous attention of the Municipal authorities till some practical measures are adopted.

10. *Vital Statistics*.—The registered births and deaths were 3,525 and 4,326 against 3,393 and 2,933, respectively, being 39·7 and 48·7 per mille. The high death-rate of the year requires explanation.

Infant mortality continued to be high, the number of deaths of infants under one year old being 729. This points to the necessity of a more extended employment of qualified midwives. The question of the employment of lady health visitors to visit women in their homes and advise them as to the care of their health, bringing them when necessary within the reach of qualified doctors, may engage the consideration of the Municipal Council.

11. *City Improvements*.—The City Improvement Committee constituted in Government Order No. 6346-9—Ml. 330-12-2, dated 20th December 1913, dealt with several improvements in accordance with the programme of works prescribed therefor. A sum of Rs. 55,050 was spent on the acquisition of properties in this connection. Plans and preliminary estimates have been submitted in connection with the drainage scheme. These are under the consideration of Government.

12. *General*.—The work of the Municipal Council during the year was satisfactory and the Government desire to place on record their appreciation of the disinterested work of the several members of the Council and to convey their thanks to Dewan Bahadur Rajasabha-bhushana K. P. Puttanna Chetty, Esq., C.I.E., the Honorary President, for the efficient administration of the Municipality during the year and for his valuable services in connection with the improvements to the City.

G. O. No. 6310-5—Ml. 96-17-25, dated 9th May 1918.

Improvement Trust Board, Mysore.

GOVERNMENT REVIEW ON THE ADMINISTRATION REPORT FOR 1916-17.

1. *Meetings*.—Thirteen meetings were held during the year, of which 12 were ordinary and one adjourned. The average attendance at the meetings was 7·1 against 6·7 in the previous year.

2. *Finances*.—The total amount placed at the disposal of the Board during the year was Rs. 4,50,000, which was made up as follows:—

| | | | |
|------------------|-----|-----|----------|
| Normal grant | ... | ... | 3,50,000 |
| Additional grant | ... | ... | 1,00,000 |

Against this amount, a sum of Rs. 3,04,365 was spent on works

Government Order No. 6862-8
—Ml. 77-07-6, dated 17th
January 1908, read with
Government Order No. 221-5
—51-14-63, dated 12th July
1915.

proper of the Board, Rs. 73,927 on acquisition and demolition of properties, and Rs. 39,999 for advancing loans for house-building purposes, making a total of Rs. 4,18,291. The remaining expenditure,

viz., Rs. 31,730, was on account of establishment, tools and plant, etc., which works out to 7 per cent on the total expenditure and 10·4 per cent on the amount spent on works. The Comptroller's figure showing a sum of Rs. 5,21,832 as the total receipts of the Board during the year is not correct as it is in excess of the sanctioned grants by Rs. 71,832. The attention of the Comptroller as well as the Chairman of the Trust Board is invited in this connection to the marginally-noted Government Orders and to paragraph 2 of the Government review on the Administration Report of the Trust Board for the year 1913-14, where it has been pointed out that the actual State grant should be so regulated as not to exceed the total sanctioned grants for the year. Necessary action should be taken to have the corrections made in the accounts.

3. *Receipts*.—A sum of Rs. 41,042 was realised by the Board by the sale of sites, lands and other properties, besides realisations from rents, profits, repayments and contribution.

4. *Works in progress*.—Forty-nine works are reported to have been under construction, of which 26 were new works and 23 incomplete works of the year previous.

A large outlay was as usual incurred on drainage work. Of the total expenditure of Rs. 1,82,144 incurred on these works, an outlay of about Rs. 1,47,000 was incurred on laying sewage pipes in Nos. II, III, Ittigegud and Nazarbad drainage areas. These works were, however, started before sanction was obtained to the estimates. This should have been avoided.

5. *Progress of acquisition*.—One hundred and sixteen properties were acquired and demolished at a cost of Rs. 73,927 as against 194 properties at a cost of Rs. 80,432 in the previous year. Sanction was also accorded to the acquisition of 31 properties in the Fort in the order of their urgency at a total cost of Rs. 1,67,572, the expenditure to be incurred during 1916-17 and 1917-18 having been limited to one lakh. A sum of Rs. 26,790 was accordingly spent during the year under report on the acquisition of some of these properties.

6. *Model houses*.—No new houses were constructed during the year and of the seven houses that remained unsold at the end of the previous year, six were sold and fetched a sum of Rs. 9,588.

7. *Building sites*.—Two hundred and fifteen out of 1,216 building sites in the several parts of the City were sold for Rs. 30,085. A large balance out of this amount is shown as having been held in deposit pending the execution of mutchalikas by the parties concerned. This is irregular and timely action should be taken as regards the obtaining of mutchalikas and the credit of the amount to the proper heads within a reasonable time.

8. *House-building loans*.—Loans amounting to Rs. 39,999 were issued to 141 persons as against Rs. 23,798 to 105 persons in the previous year. The demand of loans is increasing year after year as the result of the activities of the Board and the formation of new extensions. The question of the best manner of meeting this demand adequately is being considered by the Government and it is hoped that it will be possible to arrive at a satisfactory solution at an early date.

The arrears amounting to Rs. 7,390 relating to the recovery of instalments due during the year are heavy and should receive the prompt attention of the Chairman with a view to their early reduction.

9. *General*.—The report bears ample evidence of the increased activity of the Trust Board and though the prescribed programme has been departed from in several instances, the improvement works are being pushed on vigorously. The repeated requests made to Government for additional grants in recent years call for a thorough revision of the programme of the Trust Board activities. A comprehensive five years' programme submitted by the Chairman is receiving the attention of Government. The object of the programme is to enable the Trust Board to expedite the completion of the more important and urgent improvement works within a reasonable period.

In conclusion, Government are pleased to record their appreciation of the good work done by the Chairman and the members of the Trust Board during the year under review.

G. O. No. 6490-540—Ml. 112-17-A, dated 21st May 1918.

Bangalore City.

FORMATION OF AN INDUSTRIAL SUBURB.

Sanction is accorded to the President's proposals (*vide* annexure) for the formation of an industrial suburb for the Bangalore City and to the estimate for Rs. 1,06,157 for acquiring lands, etc., and for laying out roads.

The Comptroller is requested to advance an amount not exceeding Rs. 74,557 to the President, Municipal Council, Bangalore City, for payment of compensation for properties acquired and to watch the progress of recoupment thereof.

As regards the advance from Government for laying out roads, the Government consider that the Municipal Council should contri-

bute this amount as well as the cost of the water-supply scheme in consideration of the benefits accruing to the Municipality by the suburb.

The sites in the suburb should be allotted only to *bona fide* subjects of the State who, in the opinion of the Municipal Council, are anxious and able to develop industries which would benefit the City and the State.

Correct capital and Revenue accounts should be maintained by the Municipality and submitted to Government on the 1st September of every year.

ANNEXURE.

- (i) The areas in the occupation of the marginally noted industrial concerns to be formally acquired and confirmed to them.
 1. Mr. Bullappa's Fire Brick and Tile Works.
 2. Messrs. Rickie Bros Iron Foundry.
 3. Mr. Papanua's Iron Foundry.
 4. Mr. Ingle's Lime Factory and also
 5. The site to be allotted to Mr. Ramachandra Rao Sindhe for manure works.
- (ii) The Madigarapalya to be removed from its present position and located at the north-east corner of the suburb.
- (iii) An Industrial Bureau with central offices, laboratory, etc., to be located on the site of the existing Epidemic Diseases Hospital.
- (iv) Basavanpalya to be realigned.
- (v) Upset price to be fixed at Rs. 1,000 for 2-acre factory sites and at 4 annas per square yard for residential sites.
- (vi) The amount necessary for payment of compensation for properties acquired and for laying out roads, to be advanced by Government subject to recoupment from the sale proceeds of sites.

G. O. No. 7080-6—Ml. 213-16-7, dated 19th June 1918.

Road Facilities in the State.

The question of improving road facilities in the State has been engaging the consideration of Government for some time. It is observed that though the State is adequately served by suitable trunk roads so far as the main lines of communications are concerned, the communications in the interior parts of the State are both inadequate and defective. Having regard to the great importance of opening up the country by means of good roads and its direct effects on the advancement of agriculture and trade, Government consider that it is essential to take steps to provide for a systematic scheme for improvement in this direction.

The responsibility of providing facilities for communications in the areas under the jurisdictions of local bodies rests primarily with the District Boards concerned. But these Boards have been unable in the past to take up either the construction of new roads or their maintenance owing to their low finances. Under the local self-government scheme, additional revenue having accrued to the

District Boards the efficient up-keep of the existing roads and the construction of new roads should engage the serious consideration of the said Boards.

As regards the eight important roads (*vide* annexure) stated by the Chief Engineer to be urgently required, Government are pleased to sanction a contribution of half a lakh of rupees for their construction. But the works should be undertaken only when the District Boards are able to give the assurance to maintain, in good condition, the portions of the roads within their respective limits.

To give an impetus to the construction of new roads, Government are further pleased to direct that an annual grant of Rs. 50,000 be set apart out of the Public Works Department Budget, for the next five years to assist the District Boards in financing the construction of such roads, besides the eight roads referred to above.

The Chief Engineer is requested to have the statement showing the number and length of the existing roads and of those required hereafter, thoroughly revised, the items being arranged in the order of their importance. The revised statement should be printed and revised once in three years so that the District Boards may adjust their programme of work according to the order on the list.

ANNEXURE.

LIST OF IMPORTANT ROADS.

| District | Name of road | Length in miles |
|----------------|---|-----------------|
| Bangalore ... | Kengeri to Tavarekere ... | 7 |
| Kolar ... | Srinivaspur to Punganur ... | 10 |
| Tumkur ... | Maddaguri to Hindupur ... | 19 |
| Mysore ... | Nagamangala to Sravanabelagola ... | 15 |
| Hassan ... | Channarayapatna to Hole-Narsipur ... | 7 |
| Shimoga ... | Ambligola to Anantapur or Channagiri-Bukkambudi. | 10 |
| Kadur ... | A loop road to connect the Tarikere-Agumbe road with Tirthahalli-Agumbe road. | .. |
| Chitaldrug ... | Chitaldrug to Turuvanur Naikanhatti ... | 22 |

G. O. No. 6541-5—L. B. 191-13-28, dated 21st May 1918.

MISCELLANEOUS.

The Mysore Representative Assembly.

REVISED RULES OF CONSTITUTION.

On a consideration of the report of the Committee and the discussion in the Assembly at the last October Session, the Government of His Highness the Maharaja are pleased to introduce the following changes in the constitution and working of the Representative Assembly :—

- (1) Broadening the electorate by adopting for all the taluks in the State a uniform limit of land revenue and mohatarfa qualification for voting of Rs. 50 and Rs. 10 respectively.
- (2) Adopting the same qualification for voting and for membership, abolishing the distinction now existing between the two.
- (3) Granting to the members of the Assembly, with certain restrictions, the privilege of putting questions to Government on matters of public interest.

G. O. No. Camp, 8-58, dated 22nd April 1918.

A new Statistical Department.

With a view to ensure greater attention to the correct compilation and publication of statistics relating to the State, Government are pleased to sanction the constitution of a separate Branch in the General and Revenue Secretariat to be styled the "Statistical Branch."

The Branch will work under the orders of an officer designated Director of Statistics in Mysore.

The principal items of work of the Statistical Branch will be tentatively as follows :—

- (1) Scrutiny and review of the statistical returns received in the Secretariat from the several departments of Government.
- (2) Examination of the forms and methods of collecting statistics and suggesting improvements in the light of foreign publications, including English, American and Canadian, and co-ordinating the work of the several agencies responsible for the collection of statistics.
- (3) Preparation of a statistical abstract and atlas for the State revised and brought up-to-date once every three years.

- (4) Preparation of the annual Administration Report of the State.

The primary responsibility for collecting agricultural, industrial, commercial, vital and other statistics now in force or as may be prescribed from time to time by Government will rest with the Department concerned, but the Director will be at liberty to call for information regarding the progress made in the work, invite attention to defects and delays and submit proposals for the orders of Government to improve the scope and accuracy of the statistics collected. The Director will correspond with the Deputy Commissioners and Heads of Departments in matters falling within the purview of his work. Statistical returns due to Residency will, however, be sent through the Chief Secretary.

Mr. V. R. Thyagaraja Iyer, who is appointed Director of Statistics by separate notification, will be requested to examine the existing system of compiling and publishing statistics in the State and submit proposals, as early as practicable, for improving the same and for organising the work of the new Branch.

The Revenue Commissioner will cease to be *ex-officio* Director of agricultural and other statistics with effect from the date from which the above arrangements come into force.

G. O. No. G. 15508-58—G. M. 635-17-1, dated 17th May 1918.

Controller of Civil Supplies and Prices.

The Government of His Highness the Maharaja consider that it has now become necessary to control the supply of certain commodities which have risen considerably in price recently and to exercise the powers in regard to such commodities assumed under the Notification of the 3rd April 1918. They are therefore pleased to direct that a Controller of Civil Supplies and Prices in Mysore be appointed forthwith, and to appoint Mr. K. Chandy, Excise Commissioner in Mysore, as such Officer, in addition to his own duties.

The chief functions of this officer will be :—

- (i) To watch the prices of food grains and other necessities of life in the State in all important trade centres and to watch the movement of trade in such commodities by way of large exports and imports.
- (ii) To advise Government immediately as to the measures to be taken for the maintenance of the supply of commodities of general use for the purpose of securing the public safety under the Rules issued with Notification No. J. 4039—Legis. 15-17-4, dated the 3rd April 1918, and other enactments in force so that the commodities for control may be at once specified and the necessary notifications may issue for controlling stock and prices.
- (iii) To receive and examine applications from merchants and others for the movement of traffic in the State and take

needful action in consultation with the local Railway authorities.

- (iv) To suggest measures to prevent the cornering and holding of stocks.
- (v) To make proposals wherever necessary to open shops whether by Government or preferably by local bodies, at which articles of necessity would be sold at a fair price.
- (vi) To take necessary action to keep the general public informed of the arrangements made and when prices have been fixed or supplies made available by Government at fixed rates, to see that the prescribed conditions are complied with, and generally
- (vii) To suggest action to be taken by Government to secure the objects in view, as may be necessary from time to time under the Defence of India Regulation I of 1918.

Mr. C. Ranganatha Rao Sahab, Deputy Director of Commerce, will furnish the Controller with necessary technical information concerning the movements of trade, changes in prices of commodities, etc.

G. O. No. G. 16084-134—G. M. 644-17-1, dated 27th May 1918.

Prices of Food Stuff.

ARRANGEMENTS FOR THE CONTROL OF PRICES AND REGULATION OF SUPPLY.

Government have had under consideration for some time past the question of taking action to regulate the supply and prices of food stuffs and other necessities of life in the State in view of the scarcity and abnormally high prices brought about by the present war and they consider it necessary to lay down the following instructions for the guidance of the officers concerned.

The primary responsibility for watching the state of the markets in the district, rests with the Deputy Commissioner and subordinate officers. Where the Deputy Commissioner thinks that local scarcity and high prices have made themselves felt with respect to any of the necessities of life, it will be his duty (1) to ascertain as far as possible the causes thereof and (2) to communicate the same to the Controller of Civil Supplies and Prices in Mysore furnishing him also with information regarding the markets from which the local merchants desire to obtain their supplies. The Controller of Civil Supplies and Prices will decide, having regard to railway conditions, whether supplies may be arranged for from the sources indicated by the Deputy Commissioner or whether supplies should preferably be brought down from elsewhere and issue the necessary certificates of priority for the transport thereof over the railways concerned in preference to other traffic,

In cases where there is reason to believe that the shortage in the markets is caused by the holding up of stocks or that the high prices are due to the profiteering tendencies of the local merchants, it will be necessary for the Deputy Commissioners to call for returns of the stocks on hand or expected, together with information as to the prices paid, etc. The Deputy Commissioners of Districts will therefore be authorised to exercise the necessary powers in this behalf under the Defence of India Regulation I of 1918, and the Rules framed thereunder.

Government desire to impress upon the Deputy Commissioners of Districts the urgent necessity for their making frequent enquiries regarding the state of stocks in their districts as compared with the normal stocks in previous years and for communicating from time to time the results of their enquiries to the Controller of Civil Supplies and Prices who will be responsible to keep himself informed of the state of stocks throughout the State generally.

To secure the co-operation of the local non-official gentlemen in these matters, the Deputy Commissioners may constitute District and Taluk Committees. The District Committees of the Economic Conference and Taluk and Town Progress Committees may also be made use of for this purpose as far as possible.

The Controller of Civil Supplies and Prices is requested to keep the Government informed of the general state of affairs and also report without delay cases requiring action by, or the orders of, Government.

G. O. No. G. 17077-127—G. M. 644-17-12, dated 8th June 1918.

Production of Foodstuffs.

It is highly desirable that, as far as possible, the State of Mysore should be self-supporting in the matter of foodstuffs and that needless cross traffic on Indian and the State Railways should be avoided. To achieve this end, the agriculturist in the State should be educated in the direction of making the best possible use of his land for the production of different kinds of foodstuffs and furnished with information in regard to facilities for procuring fertilizers, implements, etc., of all kinds required for the development of agriculture. Special steps should also be taken to bring under cultivation the extensive lands which are lying waste.

Government consider that the Agricultural Committee of the Economic Conference would be the appropriate agency to carry out these objects and they are consequently pleased to entrust the work to the said Committee.

The Agricultural Committee may appoint a sub-committee of its own to deal with these questions. The main functions of the Agricultural Committee in this respect will be to obtain necessary information and advise Government as to the measures best calculated

to develop the production of foodstuffs, to encourage local consumption of local products and generally to inculcate economy of resources in allied directions.

The Agricultural Committee will be at liberty to correspond with the Central Transport and Foodstuffs Board, Delhi, and should collect and disseminate information useful to the cultivating classes. On points on which a modification of the existing law or the standing orders is necessary, it will submit its recommendation to Government and on other points it may place itself in communication with the Heads of Departments concerned.

G. O. No. G. 17806-56—G. M. 633-17-11, dated 27th June 1918.

THE PUBLIC SERVICE.

Business in Revenue Offices.

ESSENTIAL RULES TO BE OBSERVED.

The Deputy Commissioners should be requested to draw the attention of subordinate officers to the rules and orders noted below* and see that they are carried out in their own offices as well as in subordinate offices to the extent that they may be applicable.

For facility of reference, a few essential matters requiring attention are detailed below :—

(1) Each office should be divided into definite branches and some senior official must be held responsible for the supervision of each branch. (Rules 1 and 2 of the General Rules of Office Procedure.)

(2) A register should be maintained giving the ordinary duties of each official, the classes of correspondence he is to deal with, the periodical reports and returns for which he is responsible and the registers that he should maintain. A copy of this register of duties should be posted in the room of the head of the office and extracts in each branch. Each official should be furnished with an extract pertaining to his duties to be placed in his personal register. (Rule 3 of General Rules of Office Procedure.)

(3) A stock list of registers should be maintained in all offices. The form prescribed by Rule 63 of the rules issued with G. O. No. 152—E. A. G., dated 27th June 1917 may be generally adopted.

(4) A stock list of periodical reports and returns due should be maintained in all offices. (Rule 17 of General Rules of Office Procedure.) For this purpose, the form prescribed under the Disposal Number System (Rule 25) may be adopted.

(5) Each official should be asked to maintain a personal register showing from week to week the arrears in hand. The register should be posted up on each Monday (or if that day happens to be a holiday, the following office day) and certified by the clerk to be accurate and exhaustive.

In the case of the District Office, the personal register prescribed by the Disposal Number System should be maintained by disposing clerks, but a weekly certificate as above should be made therein.

(6) An exhaustive list of (a) papers pending in the office, (b) papers referred to, and pending report from, subordinate offices, should be made out every month and examined.

* General Rules of Office Procedure issued with G. O. No. G. 5203-51—E. A. 4-14-1, dated 28rd November 1914.

Suggestions for improving the efficiency of officers issued with G. O. No. G. 6421-68—E. A. 7-14, dated 19th December 1914.

Revised rules under the Disposal Number System issued with G. O. No. 152-E.—A. G., dated 27th June 1917.

(7) Once a week, the ministerial head of the branch or office should examine the correspondence registers of the office as well as the personal registers of the clerks and see that there is no undue delay in the disposal of papers. He should also examine the bundles of papers pending with each clerk. On each occasion, the registers should be initialled and dated in token of examination.

The ministerial head should also keep with him a daily calendar of periodical reports and returns posted for the whole year and score off the entries as each periodical is attended to. (Rule 58 of the Rules under the Disposal Number System.)

(8) The head of the office should scrutinise the office arrears once a month and hold a test inspection of work of one or more officials. (Rules 4 and 5 of Suggestions for Improving the Efficiency of Officers issued with Government Order No. G. 6421-68—E. A. 7-14, dated 19th December 1914, and also Rule 59 of the Rules under the Disposal Number System.)

He should also keep a calendar of periodical reports and returns and scrutinise the same at least once a month. (Rule 6 of Suggestions for Improving the Efficiency of Officers.)

The Deputy Commissioners should be requested to inspect the District, Sub-Division and Taluk Offices or to have them inspected by the Assistant Commissioners in June next, and submit, through the Revenue Commissioner, reports showing whether the points noted above are punctiliously attended to. The reports should reach Government not later than the 15th July next.

G. O. No. 1823-1831—E. A. G. 259, dated 6th April 1918.

Records in Government Offices.

FIRE PROTECTION.

The following fire protection arrangements have been made temporarily in the General and Revenue Secretariat :—

For the protection of the 'General Records,' water buckets painted red, have been placed on the first landing of the central staircase close to the entrance to the Record rooms, and inside the rooms protection is being secured with an even distribution of similar water buckets and "Kyl Fyre" tubes for extinguishing accidental fires.

For the protection of the Central Hall and the rooms opening into it, including the rooms of the Dewan's Office, a similar supply of water buckets is maintained in the Hall.

For the use of all other rooms in the Northern wing of the Secretariat, a third batch of water buckets is made available in front of the Cash Section.

The Superintendents of the Cash Section and the General Records are entrusted with the responsibility of working the arrangement. They will see that the water buckets are always full and replenished at least twice a week. They should train a sufficient number of menials in the use of these water buckets and "Kyl Fyre."

The Registrar will see that at his inspection every month the precautionary contrivances for fire protection are in position. The Chief Secretary will inspect the arrangements once a quarter.

This arrangement will remain in force, till rescinded by the provision of a more efficient fire protection by the installation of Hydrants round the building and water tanks at suitable places within it.

Government direct that similar precautionary arrangements shall be made by the other Heads of offices working in the Public Office Buildings in respect of portions under their control.

Government would also suggest to Heads of Departments and Deputy Commissioners of Districts the desirability of making similar precautionary arrangements for the safety of their own offices and records.

G. O. No. G. 15448-98—G. M. 339-13-6, dated 17th May 1918.

Books and Furniture.

It has come to the notice of Government that the register of furniture is not maintained properly in many offices and institutions and adequate attention is not paid to the maintenance of articles in proper condition. The acknowledgment for permanent advances is not furnished to the Comptroller in time in some cases. This state of affairs is mainly due to the Heads of Offices not paying due attention to such of the rules as are in force.

To ensure an automatic and satisfactory working of the rules, Government are pleased to direct that all articles appearing in the furniture register on the 30th June of every year should be counted and examined by the Heads of Offices or institutions concerned or by one of their gazetted assistants. The list of books or catalogue of the library as it stands on the 30th June should be verified in a similar manner. The furniture register should include besides furniture proper all articles of permanent value such as iron safes, typewriters, clocks, etc. A certificate in the prescribed form should be attached to the salary bill of the Heads of Offices for July payable in August.

In the case of permanent advance an acknowledgment in the prescribed form should be furnished in the certificate referred to above. A separate acknowledgment due on the 15th of July will not be necessary.

When there is a transfer of charge a similar certificate should be attached to the first pay bill of the relieving officer presented for payment.

Explanation for the difference in stock or permanent advance, if any, and action taken thereon should be furnished in the respective certificates.

Bills not accompanied by these certificates will not be paid.

G. O. No. Fl. 7090-139—G. F. 217-17-1 dated, 29th May 1918,

Purchase of Articles by Government Officers.

In passing bills for purchases, it is the duty of the Audit office to see that the rules prescribed in the matter are observed and that, in cases where the rules have not been observed, payment of the bills is either refused or held under objection pending sanction of Government being obtained by the purchasing officer.

With a view to enable Government to know how far the rules relating to the purchase of articles by Government officers are being strictly adhered to, Government direct that in future the Comptroller should submit an annual report on the purchases made by the various departments of Government with a consolidated return in the prescribed form not later than the 31st August of each year.

The return should show the purchases made by the several departments, each department being separately shown. The report should briefly indicate the increase or decrease in the amount of purchases and also how far the store-purchase rules have been observed.

G. O. No. Fl. 7140-G. F. 10-17-97, dated 29th May 1918.

Revised Petition Rules.

The rules for the receipt and disposal of petitions in public offices are revised and are printed as an appendix to this order.

APPENDIX.

RULES FOR THE RECEIPT AND DISPOSAL OF PETITIONS.

1. Nothing contained in these rules will affect the procedure, if any, prescribed by law or by competent authority for any special classes of petitions.

2. Every petition must be written on the three-pie petition paper prescribed for the purpose or at any rate on durable stout paper of that size, leaving a quarter margin blank on the left hand side. The court-fee stamp, if any, should not be affixed on the left hand quarter margin.

3. Every petition must be complete in itself and refer to a single subject. It should contain all material facts and arguments relied on by the petitioner. All documents in the possession of the party necessary for its disposal or copies thereof should accompany the petition. Appeal petitions should be accompanied by authenticated copies of the order appealed or endorsements issued to the party.

4. Every petition must be legibly written and as concisely as the nature of the case admits of. It should not be unnecessarily prolix, or couched in unintelligible, exaggerated or disrespectful terms.

5. No petition will be entertained unless it is stamped in accordance with the provisions of the stamp law. A summary of the chief provisions governing the levy of stamp duty on petitions is appended.

6. Petitions not addressed to the lowest authority competent to grant the relief prayed for will, as a rule, be returned to the petitioner with an endorsement specifying the officer to whom the petition should be presented.

7. Petitions addressed to higher authority should always be forwarded by the officer receiving them.

8. Petitions from persons in the service of Government relating to any matter affecting their official position should be forwarded only through their official superiors.

9. When a petition is not drawn up or presented in conformity to the preceding rules, it will be returned with an endorsement specifically pointing out which of the rules have been infringed.

10. Petitions may be presented in person or posted to the address of the officer or placed in a box provided for the purpose in each office. Petitions by telegraph will not generally be attended to.

11. If the party desires an acknowledgment of the receipt of his petition, he may ask for the same and affix an additional court fee stamp of one anna. The officer to whom the petition is presented or some authorised agent of his office will thereupon acknowledge the receipt of the petition.

12. In respect of every petition conforming to these rules and presented in person or sent by post, a full endorsement in writing should be given embodying the final orders.

13. When there is likely to be delay in passing orders on a petition, the applicant should at once be informed verbally or by post of the probable time within which orders will be passed. He must on no account be kept waiting at the office for orders.

14. Petitions should not be referred to subordinate officers for report unless there is real necessity; and when a report is required, the points on which information is wanted should, as far as possible, be clearly indicated and a time fixed for the return of the petition with the report.

15. Petitions should be disposed of as promptly as possible; touring officers should take advantage of their tours to dispose *in situ* of all pending petitions relating to places in the vicinity of their camps.

16. Every petitioner should be informed of the final order on his petition direct from the office to which the petition was presented and not referred to any subordinate office for an answer to his petition.

17. Petitions once disposed of on their merits after enquiry by proper authority cannot be re-entertained and are liable to summary rejection.

18. Petitions for review of orders once passed should be rejected unless they contain any new or any additional information having a material bearing on the case, which justifies a re-consideration.

19. Petitions should be received daily at a fixed hour during office hours by the officer himself and not by the clerks. He should

25. An alphabetical index of places and persons should be attached to the register and written up from time to time.

SOME PROVISIONS GOVERNING THE LEVY OF STAMP
DUTY ON PETITIONS.

Application or Petition

Proper fee

(a) When presented to any officer of the Customs or Excise Department or to any Magistrate by any person having dealings with the Government, and when the subject matter of such application relates exclusively to those dealings;

or when presented to any officer of Land Revenue by any person holding temporarily-settled land under direct engagement with Government, and when the subject-matter of the application or petition relates exclusively to such engagement;

or when presented to any Municipal Commissioner under any law for the time being in force for the conservancy or improvement of any place, if the application or petition relates solely to such conservancy or improvement; } One anna

or when presented to a Deputy Commissioner or other officer of revenue in relation to any suit or case in which the account or value of the subject-matter is less than Rs. 50;

or when presented to any Board or executive officer for the purpose of obtaining a copy or translation of any judgment, decree or order passed by such Board or officer, or of any other document on record in such office; }

(b) When containing a complaint or charge of any offence other than an offence for which police officers may under the Criminal Procedure Code arrest without warrant, and presented to any criminal court;

or when presented to a Civil, Criminal or Revenue Court, or to a Deputy Commissioner, or any Revenue officer having jurisdiction equal or subordinate to a Deputy Commissioner or to any Magistrate in his executive capacity, and not otherwise provided for by this Regulation; } 8 annas

(c) When presented to the Chief Controlling Revenue or Executive Authority } One Rupee

Appeals to Government.

Two Rupees

The following documents are not chargeable with any fee:—

(1) Application or petition to the Deputy Commissioner or other officer making a settlement of land-revenue, or to the Government, relating to matters connected with the assessment of land or

the ascertainment of rights thereto or interests therein, if presented previous to the final confirmation of such settlement.

(2) Application relating to a supply for irrigation of water belonging to Government.

(3) Application for leave to extend cultivation, or to relinquish land, when presented to an officer of land revenue by a person holding, under direct engagement with Government, land of which the revenue is settled, but not permanently.

(4) Application for service of notice of relinquishment of land or of enhancement of rent.

(5) Written authority to an agent to distrain.

(6) Petition, application, charge or information respecting any offence when presented, made or laid to or before a Police officer or to or before the Heads of the Village Police.

(7) Complaint of a public servant (as defined in the Indian Penal Code), as municipal officer, or an officer or servant of a Railway Company.

(8) Application for permission to cut timber in Government forests, or otherwise relating to such forests.

(9) Application for payment of money due by Government to the applicant.

(10) Petition of appeal against any municipal tax.

(11) Applications for compensation under any law for the time being in force relating to the acquisition of property for public purposes.

(12) Petitions under the Indian Christian Marriage Act, 1872, Sections 45 and 48.

G. O. No. 2542—91—E. A. G. 209, dated 12th June 1918.

Auditors of Office Business.

In order to better ensure that rules and orders issued from time to time regarding the conduct of Government officials and the orderly transaction of public business are properly understood and observed, the following arrangements are ordered:—

2. An officer of the Efficiency Audit staff or a subordinate specially authorised by Government will visit from time to time the offices mentioned in Appendix A. *

3. The object of the visits will be (a) to ascertain whether there are any avoidable delays in the disposal of official business, *e.g.*, in the disposal of petitions from the public and calls for information from higher officers, in the submission of periodical reports and returns, etc.

(b) to report upon the adequacy of the registering and filing arrangements followed in respect of office correspondence,

(c) to ascertain whether rules passed to improve the efficiency of offices and of public servants are understood and observed,

* Omitted here.

(d) where necessary, to audit the office accounts if they are not subject to regular local audit by the Comptroller's staff,

and (e) to collect any information that may be required by Government in regard to the working of the office.

3. The officer or subordinate deputed to visit an office, should be allowed free access to the office registers and papers.

4. After the examination of each office, a note will be drawn up in the accompanying form (Appendix B)* and will be sent by the Efficiency Audit Officer to the Head of the office concerned, who will have full discretion to pass any orders or take any action that he may consider necessary. A copy of the audit note, with a note of the action taken thereon, should, however, be furnished to Government for information.

5. The business of the auditing officer or auditor will be confined to the scrutiny of the ordinary office registers and records, etc., and will not in the absence of special instructions to the contrary, include the examination of purely departmental or technical work.

6. In order to give effect to the above arrangements, which will be in force for two years as an experimental measure, three officials designated Auditors of Office Business will be appointed.

7. A separate memorandum of instructions will issue regarding the appointment, training and work of the Auditors.

No. 2686-2739—E. A. G. 237, dated 26th June 1918.

* Omitted here.

PART II.

Books, Pamphlets, etc., issued by Government Departments (Mysore).

The Mysore Recruitment Bulletin.

The special recruiting campaign started in September 1917 has, as yet, yielded no very satisfactory results, though the rate of recruitment has been encouraging of late. The statistics show that up to 6th July 1918 only 2,359 recruits had been enlisted, half of whom were from the Bangalore District. It is feared that the inducements held forth by Government to intending recruits are not sufficiently known and that erroneous ideas prevail as to the conditions of enlistment and active service. The Central Recruitment Committee have arranged to issue a quarterly publication, known as the Mysore Recruitment Bulletin, with the object of disseminating correct information regarding recruitment concessions, the work of Mysore soldiers at the front and the opportunities for distinction which active service offers. Well and profusely illustrated and with stirring appeals to local patriotism and imperial sentiment, varied with homely detail, the Bulletin should prove a useful means of stimulating recruitment.

The Vrittanta Ratnakara.

The Committees of the Economic Conference in the Tumkur and Bangalore Districts have been publishing for sometime past a weekly paper containing notes on agriculture, industries, village improvement and other allied subjects. The Chitaldrug and Hassan Districts have followed the example and recently begun the publication of similar bulletins. The Chitaldrug paper which is named the "Vrittanta Ratnakara" gives some prominence to recruitment questions.

Review of the foreign rail-borne trade of the Mysore State for 1916-17.

The annual reviews of the foreign rail-borne traffic published by the Department of Industries and Commerce in Mysore have generally avoided the reproach of dullness and unintelligibility, to which

statistical publications are frequently open. For some years past, special arrangements have been made for obtaining quarterly statistics of trade traffic from the Railway Company and considerable pains have been taken to publish the results annually in a form in which the lay public could understand the significance of the statistics. The first review by Mr. A. Chatterton contained perhaps the first systematic examination of the conditions of external trade of Mysore. The present review for 1916-17 by Mr. C. Ranganatha Rao Saheb is framed generally on the same model as the earlier reviews of the Department. It deals, however, with the statistics of the past four years and brings out the effects of the war more distinctly than would have been possible in a report dealing with a single year. A few new features have also been introduced. The entire trade has been classified with a view to indicate the proportion of food products, raw materials and manufactured goods, in the total trade and an attempt is made to show the percentage of exports to total production in the case of all the important products of the State. A brief sketch of the work and progress of the Bank of Mysore is added.

Mineral Resources of Mysore.

The preparation of a bulletin giving an account of the occurrence and distribution of minerals in the State and the possibilities of their exploitation and use, was ordered in February 1915. The English edition has already been issued and a description of its contents has been given in Volume I, No. I, of this Journal. An abridged edition of the bulletin has now been issued in Kannada together with a geological map of the State. (Price Re. 1.)

Department of Mines and Geology, Records, Volume XV.

The Department of Mines and Geology has been in the useful habit of issuing a periodical compilation of the notes, reports, etc., of its officers on various technical subjects. The latest volume of Records contains papers on the results of various economic enquires for minerals conducted in different parts of the State. (Price Rs. 2.)

Manual of General Circulars and Standing Orders.

This manual has been issued by the Efficiency Audit Branch of the Secretariat and brings together, in a condensed form, the circulars and standing orders of Government dealing with office routine, public servants, government printing and publications, care of government buildings and properties, the Representative Assembly, news-

papers and various other subjects familiarly styled "General Miscellaneous." Covering a wide range of subjects and prepared from scattered materials, the manual is somewhat imperfect, but even so, it should prove of some use as a book of reference in Government offices. Copies are available for sale. The price is Re. 1-4 for each of the two parts into which the manual is divided.

The Press Manual.

Another departmental manual which has recently appeared is that of the Mysore Government Press. The manual summarises the various orders of Government regarding the management and working of the Press and contains detailed instructions for the guidance of each branch of the Press. (Not for sale.)

The Teachers' Manual.

*By Mr. K. Sri Narasimhiah, M.A., I.T., Head Master of the
Collegiate High School, Shimoga.*

This book, published by the Education Department, is written for the use of teachers of Kannada schools. The aim of the author, as stated in the preface, has been to explain the elementary principles of education and methods of teaching and to give practical hints for the guidance of teachers in Kannada schools.

PART III—Extracts.

AGRICULTURE.

Agricultural Department.

GOVERNMENT RESOLUTION ON THE ANNUAL REPORT FOR 1916-17.

[Bombay.]

General.

The report on the operations of the Department of Agriculture in the year 1916-17 is a record of substantial progress achieved in various spheres of activity. The diffusion of agricultural knowledge by means of demonstrations and otherwise continued to a large extent to absorb the attention of the departmental staff, while experiments in economic cultivation, the application of practical methods of supply of approved seed, the introduction of modern agricultural implements, the adoption of measures for the improvement of breeds of cattle and the establishment of fodder reserves, and the provision of water-supply for irrigation by deep borings are amongst the many subjects dealt with in the report.

Sugar-cane cultivation.

Much attention continued to be paid to the cultivation of sugar-cane, which increases in importance with the development of canal irrigation. There is undoubtedly a great future for an indigenous sugar industry in a country in which the demand is far in excess of the local supply, and the potentialities of the Deccan as a sugar-growing tract have been fully demonstrated. The formation of sugar-refining companies controlling large areas of irrigated land would appear to be one means of ensuring the further development of the industry, and Government have at present under their consideration experimental proposals of this nature. Amongst the several varieties of sugar-cane the Java ten-month varieties continued to grow in popularity in the Deccan, while considerable attention was paid to the cultivation of the Mauritius varieties in the Konkan and in Sind. Valuable work-continued to be done at the Manjri farm in connection with improved methods of cultivation, the principal features of which are the reduction in labour and seed charges and in consumption of water. An

interesting feature is the production of sugar from date and cocoanut palms in the Konkan, and the experiments made indicate that with the introduction of more efficient methods the industry is likely to prove successful. Experiments were also conducted in beet growing in the Ratnagiri District. Another source of sugar supply will be established if the results prove definitely satisfactory.

Manure.

The Département continued its investigation into the relative values of different kinds of manure and their action on crops under varying conditions. The restriction, owing to war conditions, of the imports of chemical fertilizers has proved somewhat of a set-back so far as the treatment of the more valuable irrigated crops is concerned, but this will not have been an unmixed evil if it has the effect of giving an impetus to the development of an indigenous industry for the production of this class of manure. This is a matter which will doubtless engage the attention of the new Department of Industries. The report, however, shows that even a largely increased supply of artificial manure would be far from providing a solution of the general problem, for the great bulk of the area under cultivation is dry crop, in which the farmyard must continue to be the main source of the manure supply. The improvement in the quality and the more informed utilization of this manure are complicated questions touching upon the long established and firmly rooted domestic customs of the ryot and associated in some degree with the problem of subdivision of land and scattered holdings. These problems have engaged the attention of the Department from time to time, and it is possible that, with the gradual enlightenment of the agricultural classes, the present difficulties of the village manure supply may be overcome. In this connection it is interesting to note the Director's observations regarding the value of crude night-soil for manuring purposes as manifested by recent trials at Broach, where manured plots gave 1,108 lbs. of seed cotton compared with an outturn of only 264 lbs. from similar plots not so treated. The question, however, of extending the use of this form of manure is complicated not only by practical difficulties and popular prejudice, but also by important considerations of a hygienic character. In this latter aspect it calls for the joint consideration of the sanitary and agricultural authorities.

Sale of agricultural implements.

The Department continued to perform valuable service by the organization of the supply of agricultural implements of modern manufacture and adapted to the varying local conditions. This distribution is carried out through the agencies of departmental depots, co-operative societies and district agricultural associations. In spite of the rise in prices and the restriction on supply, the demand for improved implements increased, and, in the Southern Division alone, implements valued at over Rs. 38,000 were sold as compared

with a value of Rs. 4,000 in 1913-14. In addition to sale, a considerable and lucrative business was done by various agricultural organisations in hiring out implements, a field of enterprise in which co-operative societies and agricultural associations can do very valuable work. Similarly in the manufacture of agricultural implements there is wide scope for the development of local industries, and some progress has already been made in this direction in the Deccan.

Agricultural Engineering.

The great difficulty of securing a supply of machinery and the greatly increased cost of what could be obtained hampered the operations of the engineering branch of the department, but notwithstanding these obstacles, considerable progress was made. Particularly notable was the establishment of a well-equipped workshop to meet the demand for spares and replacement of damaged parts no longer obtainable from the manufacturers. Such a work-shop is an essential factor in the development of the use of machinery for which, with the increasing shortage and cost of agricultural labour and the adoption of modern methods of cultivation, there is a growing demand. The value must also be recognized of that part of the work of the agricultural engineering branch which consists of devising types of machinery which, while satisfying the demand for simplicity of construction, are at the same time well adapted to the special conditions of different tracts. During the year the steam ploughs continued operations in the Dharwar and Kaira Districts, and 1,636 acres of land were dealt with. There is a considerable demand for the use of these ploughs owing to the remarkable results of the deep ploughing. At present, however, the ploughs are not entirely successful financially, but the high price of fuel and seasonal conditions were unfavourable, and it would appear that under more propitious conditions steam ploughing is likely to develop, particularly as co-operation extends amongst agriculturists and as agricultural associations extend their influence and resources. Boring operations were continued with considerable success. During the year 159 bores were made, of which 84 per cent proved successful. The results were particularly satisfactory in Gujarat, where valuable additions were made to the supply of water for irrigation. In other parts of the Presidency the results were by no means negligible. In the Thana District, both in the vicinity of Umbergaon in the extreme north and in Salsette in the south, a number of highly successful bores were carried out. The only bore attempted in Sind, in connection with the Willingdon cattle farm, gave disappointing results, the water proving brackish.

Cattle-breeding.

The deterioration of the valuable breeds of cattle and the dearth of good draught bullocks are amongst the most important problems with which the Department had to deal. During the year tentative proposals were under the consideration of Government for the im-

provement and development of local breeds and for the encouragement of the agriculturist in the breeding and maintenance of good stock. With these objects in view it was proposed to establish a number of bull-breeding farms in the breeding areas for the supply of a good strain and further to hold single village cattle shows for the encouragement of breeders. The Governor in Council will watch with interest the working of these and similar proposals for the solution of problems so intimately associated with the welfare of an agricultural country.

The kindred question of reserves of fodder-supply for the preservation of cattle in times of scarcity was not neglected. It would appear desirable to conduct a survey of the areas in which there is a superabundance of hay combined with reasonable facilities for transport, with a view to the formation of reserves where possible. Apart from the establishment of these large Government reserves, it is part of the propaganda of the Agricultural Department to induce the ordinary raiyat to insure against the loss and deterioration of his cattle in lean years by preserving by ensilage and other methods the surplus fodder of more favourable times.

Training of Cultivators.

PRESS COMMUNIQUE ON THE FACILITIES OFFERED BY GOVERNMENT.

[Madras.]

It does not appear to be generally known that the Agricultural Department is prepared to take a limited number of practical cultivators, maistris or field coolies for training in particular works or in the use of simple agricultural machinery on the different farms.

2. Experience has shown that the most effective method of demonstrating improvements to raiyats is to carry out such work on their own land. The department has done this to a considerable extent and will continue to do so; but a few men can at the same time be trained on the farms and it is possible that some land-owners may wish to send selected labourers for such training.

3. Men will only be taken for such training (1) who are actually working on the land and have experience of farm work, (2) who are prepared to work alongside and with the farm coolies.

Whilst on the farm they must obey the farm manager and assistant farm managers in charge of the farm and must work diligently and regularly. If they do not do so, the Principal or the Deputy Director will send them away even before their period of training is over. They must pay their own travelling expenses and arrange for accommodation but will receive wages for the work they do at the rates then being paid on the farm.

Particulars of the courses which can be given are subjoined—

| Station | Practical work in which instruction can be given | Approximate period of instruction |
|---|---|---|
| Coimbatore ... } | Ploughing: the use and adjustment of mould board ploughs. | One month. Cattle may also be sent to be trained. |
| | Drilling: the use of the seed drill. | One month. August 15th—September 15th. |
| | Jaggery boiling ... | One month. April or May. |
| | Paddy planting—Method of preparing, sowing and lifting seed beds—planting singly—cultivation of green manure. | Two months. April to July. |
| (If the women accompany their men-folk, they can be trained in single planting and the use of winnowing machinery.) | | |
| Hagari - | The use of iron ploughs suitable for black cotton soil. | Two months. January and February. |
| | Pickling jonna seed as a preventive against smut. | At any time and until the method is understood. |
| Nandyal | As at Hagari ... | Do. |
| Samalkot | Paddy—Method of preparing, sowing and lifting seed beds—planting singly—cultivation of green manure. | Three months. May, June and July. |
| | Sugar-cane—Making jaggery; row planting. | Two months. February to April. |
| | 1. Paddy transplanting in singles 2. Paddy selection (seed) | One week. August-September; January-February. |
| Palur | 3. The use of Scind plough, monsoon plough and triangular harrow. | One week. June-July |
| | 4. Sugar-cane planting ... | Fortnight. March. |
| | 5. Construction of improved sugar furnaces. | |
| Kovilpatti | 1. The use and adjustment of monsoon plough. | Fortnight, May to July (hot weather). |
| | 2. The use and adjustment of disc plough. | Fortnight. May to June. |
| | 3. Training in drilling implements. | One month. September to October. |
| | 4. Bullock hoeing ... | Fortnight. December to January. |

| Station | Practical work in which instruction can be given | Approximate period of instruction |
|------------------|--|-----------------------------------|
| Talipparamba ... | Milling canes and methods of preparing jaggery from sugar-canes. This includes some instructions in the construction of the furnace. | One month. January-February. |
| Kasaragod ... | Cultivation of cocoanut gardens with bullock power improvements. | Fortnight. October-November. |

This offer to train cultivators was first published in 1913, but very little advantage has been taken of it by landlords up-to-date, less than ten men altogether having been sent for training at all farms except Kovilpatti. At Kovilpatti, however, there has been a great demand for training in the use of drill cultivation implements. As accommodation on the farm was inadequate to meet this demand, a system of training coolies in the villages under maistris trained on the farms has been in operation and over 800 men have been trained up-to-date.

CO-OPERATIVE SOCIETIES.

Registrar's Report for 1916-17.

GOVERNMENT RESOLUTION.

[Bombay.]

Agricultural societies.

Dealing first with agricultural societies, which form the bulk of the total, their number rose during the year from 808 to 1,037, and their working capital was increased from Rs. 39,76,000 to Rs. 50,92,000. Of the latter amount 39 per cent. as against 38 in the preceding year, consisted of individual deposits, a proportion which, having regard to the great increase in the total capital, is a gratifying indication of the extent to which these societies are encouraging local thrift and command the confidence of the people. It is satisfactory to note that the average working capital per head, after undergoing a considerable decline recently, has now risen to Rs. 65, though, as the Registrar observes, this figure still falls considerably short of what should be regarded as a proper standard. Out of 918 societies which came under audit classification during the year, 80 per cent. were classified as first-rate or fair, a distinct improvement on the results of the previous year's classification.

Agricultural co-operation.

A development which is full of promise for the future is the spread of agricultural co-operation to fields other than that of credit pure and simple. During the year there were established 42 new societies of the non-credit type, having for their object either the purchase of agricultural implements, material and stock or the sale of produce. Of the societies of this class, 9 are dairy societies formed among gavalis engaged in the milk trade within municipal areas. The importance to the public of the establishment of an organization which will ensure the production and handling of milk on sanitary conditions and its economic distribution has received practical recognition at the hands of Government, who have sanctioned the grant of loans partly free of interest to approved societies having these objects in view. But it is essential to the success of the movement that the municipalities should assume control of the trade and regulate it, thereby removing the unfair disadvantage under which the members of the societies now labour as compared with non-members who are subject to no self-imposed restrictions in the exercise of their trade. Government commend this question to the earnest attention of the municipalities of the Presidency. The striking development that has already at this early

stage taken place in respect of societies for the purchase of cake-manure and the sale of cotton respectively is exemplified by the fact that their transactions during the year covered over sixty-eight lakhs of pounds of the former commodity and over fifty-one lakhs of pounds of the latter. The shortage of railway transport hampered these operations, and the same difficulty was experienced by the societies for the sale of jaggery, which nevertheless managed to dispose of some eighty lakhs of pounds of this article. These produce-selling societies fulfil a twofold purpose, inasmuch as they not only secure fair prices for their members, but also supplement the operations of the local credit societies with which they are connected by serving as the agency for the collection of the advances which the latter have made in connection with the production of the materials placed on the market. The cotton-selling societies also discharge a useful function by grading the produce, arranging for its correct and expeditious weighment and, generally, combating the abuses which are prevalent in connection with the cotton trade. Another type of society for which there should be wide field of usefulness is that which engages in cattle breeding. The number of these rose during the year from two to nine. The principal difficulty with which they have to contend is that of arranging for suitable grazing, and Government trust therefore that Revenue officers will, so far as possible, assist them in securing the requisite facilities in this respect.

Central banks.

The stringency of the money market was a source of some difficulty and embarrassment to the Bombay Central Co-operative Bank, but that institution was nevertheless able during the year to increase its working capital from 18.4 to 22.8 lakhs. The expensiveness of deposit capital, however, eventually compelled it, in order to avoid an undesirable reduction of its working margin, to raise its lending rate from 7 to 7½ per cent., a step which could hardly fail to affect seriously its customers, the primary societies, whose average normal rate on loans to members is only 9½ per cent. The total amount of loans made by the Bank was Rs. 13,35,806. During the year it continued to finance directly the Nira Canal group of credit societies. Further satisfactory progress was made in the recovery of the extensive arrears due from members of these societies, which at one time seriously impaired their credit and arrested their development. The effect of the improved state of affairs in this respect is visible in the increase from 4½ to 6 lakhs of the total loans from the Central Bank to these societies. During the year a fresh group of 17 societies similarly dependent on the Bank was established in the newly developed sugar-cane areas irrigated by the Godavari and Pravara canals, where the demand for credit is very insistent. It is satisfactory to note that precautions are being taken to guard against the unsound methods of working which nearly brought disaster in the case of the Nira Canal societies. This is all the more necessary as the local material for the formation of societies is stated to be of a somewhat unpromising character.

The dearness of money referred to in the preceding paragraph was not an altogether unmixed evil, since it made it possible for the first time to organize district central banks with a reasonable prospect of success, thus checking the tendency of the primary societies to depend to an undue extent on the central money market, to the exclusion of the resources available in the mofussil head-quarter towns. The impetus thus given resulted in the formation of three new district central banks and the conversion of an existing urban bank into a fourth such institution. These developments occurred late in the year, and it is still too early to judge of their effect, but they are undoubtedly a step in the right direction, introducing as they do, over a wider area a very desirable link in the chain of credit extending from the agriculturist to the central money market.

Guaranteeing unions.

A more important development still is the definite introduction during the year in this Presidency of the system of guaranteeing unions, which exercise supervision over the operations of the primary societies' affiliated in the same group and serve as intermediaries in the matter of the advance of funds between societies in the group and the Central Banks. Twenty-two such unions containing 115 affiliated societies were established in the course of the year. The extent to which the creation of this organization will have the anticipated effect of improving the working of primary societies, increasing the stability of their credit, and diminishing the demand for official supervising agencies yet remains to be seen, but an encouraging beginning has been made, and it is reported that the effect produced by some of the best unions on the backward societies affiliated in these groups has already been truly remarkable.

Non-agricultural societies.

With regard to the various types of non-agricultural societies, such as people's banks, communal societies, and societies of employees, Government servants, mill-hands and artisans, no special developments are reported as having occurred during the year. The people's banks, though adversely affected by war conditions, have continued to work satisfactorily, and are reported in some cases to have had more funds at their disposal than they could utilize. The special audit of their operations which is now being conducted will, it is hoped, provide a safeguard against the danger of resort to unsound methods of finance to which these institutions are peculiarly exposed. As regards employees' societies, there are several indications of the important moral benefits which accrue from this form of co-operation, benefits in which the employer necessarily shares. As examples of these may be cited the improvement reported to be noticeable in the efficiency of the railway staff at certain stations as a result of the activities of the G. I. P. Railway Employees' Society; also the excellent results obtained by the establishment by the municipalities of Kaira and Nadiad of societies for the sale of domestic

necessaries among their conservancy staff, and the notable effect produced by similar means on the sweeper community in Satara in the way not only of debt-redemption but also of moral regeneration. The Servants of India continued their admirable work in connection with the group of debt-redemption societies among the Bombay labouring classes. The high prices of yarn and dyes, the presence of plague and the occurrence of destructive floods combined to cause a severe depression in the hand-weaving trade, and there was a slight reduction in the number of weaving societies, though their total working capital showed some increase. A new double-fly-shuttle slay was perfected during the year from which good results are anticipated when the trade revives with the cessation of the present adverse conditions. In the face of the present high cost of labour and materials and the difficulty of raising capital on moderate terms, co-operative housing is making slow progress. Of the three housing societies now in existence only one, the Sarasvat Society, has actually started building operations; it now owns five houses giving accommodation to 42 families.

EDUCATION.

Education of the Children of Indian Soldiers.

The following letter from the Secretary to the Government of India, Department of Education, to the Secretary to the Government of Madras, Education Department, has been published:—

The Government of India having received replies from all local Governments to their circular No. 395, dated the 2nd May 1917, I am desirous to enclose a set of rules which have been drawn up by the Government of India as a guide to local Governments in the grant of concessions to meet the education of the children of Indian soldiers.

It will be observed that the rules apply to the children of all men of all ranks, whether combatant or non-combatant; they would affect the children of all such men who have died or been incapacitated while on the active list whether at the front or not; and it is intended that they shall be applicable to the case of the children of men who have so died or been incapacitated both during and after the conclusion of the present war.

The rules are intended primarily to apply to the case of children studying in the ordinary schools, but they are not inconsistent with the establishment or employment of special schools if the local Government should desire to apply them to such schools. The Government of India would indeed suggest that in the case of (a) institutions intended exclusively for soldiers' children, (b) institutions dealing with a special *clientele* of an analogous character, such as Rajput or Gurkha schools and (c) institutions of an industrial and non-literary character, efforts should be made to render the scholarships somewhat more attractive than in the case of ordinary schools.

It is contemplated that scholarships at high schools and colleges which would be reserved for pupils under these rules should be scholarships specially added to those at present available.

The rules would be applicable to girls as well as boys and it is hoped that special efforts may be made to utilize them so as to encourage the education of the girls to whom they are applicable.

They will also be applicable with such modifications as local Governments may think necessary to the case of the children of European and Anglo-Indian soldiers and in the case of Europeans it will often be possible to make use of the existing institutions for the children of European soldiers.

If any difficulties should arise as to the manner in which the rules should be worked, it should be remembered that the rules are only intended to indicate the general system on which the Government of India would suggest that the concessions should be arranged

and local Governments which adopt the rules would in matters of detail and interpretation be free to issue their own orders. In doing so it is hoped that they will deal with the question in a liberal spirit. The cost of the scheme which in most provinces will be inconsiderable, will appear in the civil estimates and will, like other educational expenditure, be Provincial. It is hoped that in respect of board schools the local bodies concerned will see their way to meet any expenditure falling directly on them in consequence of the scheme, but in cases where this cannot be arranged, it will be open to local Governments to refund the cost entailed to the local bodies.

In conclusion, I am to draw attention to the fact that the initiation of this project has been subject to some unavoidable delay and to express a hope that arrangements may be made so as to allow of a scheme of the character now suggested being brought into working as soon as possible.

ENCLOSURE.

Suggested scheme for the education of the children of soldiers.

1. The scheme below will apply to the children (boys and girls) of all men of whatever rank, whether combatants or non-combatants, who have since 4th August 1914 died while on the active list duty or become permanently incapacitated owing to wounds or disease contracted while on the active list.

2. A list of all such persons showing their place of residence, will be sent by the Adjutant-General to the Collector of each district in British territory for disposal under these rules. A similar list for Native States will be sent to the Secretary, Foreign and Political Department, for such action as that department may determine. Supplementary lists will be forwarded at the beginning of each calendar year.

3. The Collector on receipt of the list will ascertain and record the names and ages of all children under 16 years of age (due regard being had in the case of girls to the customary feelings of the people as regards the recording of such names) of the men mentioned in the list and, subject to proviso (iii) of rule 4, will communicate to their guardians a certificate for each child stating that he or she is entitled to the benefit of these rules.

4. Any child producing such a certificate before the head of an educational institution will be entitled, under such rules as may be issued by the local Government—

(a) to free primary education *plus* a small annual allowance to cover incidental expenses such as books;

(b) to a scholarship in any middle school, such scholarship being of the amount ordinarily given in the province and including (if this is not already the practice) the cost of fees; and

(c) without prejudice to their competency for open scholarships to enter in competition for such scholarships in high schools and colleges as the local Government may reserve for the benefit of persons, possessing a certificate as above.

(NOTE.—When the pupil resides in a hostel and the ordinary scholarships does not cover hostel charges an addition will be made to the scholarship to cover such charges.)

Provided that—

(i) a concession or scholarship under these rules may be withdrawn if, in the opinion of the Inspector of Schools concerned, the progress of the pupil is inadequate or his conduct unsatisfactory;

(ii) no scholarship will be given to a pupil who has not passed such test as may be prescribed for entry into the class of school for which the scholarship is given; and

(iii) concessions or scholarships will not be open to children who up to the age of 10 have not attended any school.

5. The Government will not interfere with the discretion of the guardians as to the institution to which the child should be sent, and the local Government will make such arrangements as are necessary to recoup the authorities of institutions other than Government institutions to which children may be sent under these rules.

6. It will be open to the officer commanding any military unit to address the Collector concerned for information regarding the education of the children of any man of his unit coming under the category described in rule 1 above, and the Collector will give such information as is possible in reply to such enquiries.

FINANCIAL.

Currency.

MONOGRAPH, DATED 15TH JUNE 1918, PREPARED BY THE CENTRAL PUBLICITY BOARD, SIMLA.

How hoarding Rupees helps the Germans.

How can I help to win the war? is the question which should be present in the mind of everyone in India today. Very many thousands of Indian soldiers have fought gallantly side by side with their British comrades in France, Mesopotamia, Egypt, Palestine and elsewhere, and great services have been performed by Indian lascars and by labour corps raised in various parts of India. Everyone cannot go out to fight, but there are few who cannot assist in one way or another to back up our soldiers in the field. Armies consisting of men drawn from India, from England, from France and from the United States are protecting India from an enemy who, if successful, would rob and oppress the people of this country, and therefore it is the duty of every true Indian to help in every possible way the soldiers who are bravely fighting for them. It is astonishing but it is none the less true that there are people in India to-day who instead of assisting to win the war are hindering the efforts of the army and are even helping the enemy. They do not know the harm they are doing; they do not understand that their action is making it more difficult for victory to be won and for peace to be restored to the nations of the earth. In modern warfare it is not only the soldier who has to play his part. The armies actually fighting must be supplied with rifles, guns, ammunition, food and many other things which have to be produced by people who stay at home, and have to be sent by ships long distance over the sea to the soldiers in the field. Those who make it more difficult for the supplies to be produced and for the ships to carry them to the fighting men are assisting the Germans and their Allies as surely as if they are actually working for the enemy.

It may be said that no one in India would willingly injure the soldiers of his own country who are fighting his battles or would add to the hardships which they have to face. This may be true, but it is also true that people who during the war hoard rupees by burying them, by locking them up in boxes, or by melting them down for use as ornaments are doing serious harm to their own country and to all the countries which are engaged in fighting for the liberty of mankind. Even those thoughtless people who buy silver ornaments are thereby encouraging the practice of melting as the silver used for making these ornaments cannot at the present time be obtained in any other way. Such persons probably do not know that if rupees are hoarded in India the Government have to buy silver in far distant

foreign lands, and to bring it enormous distances across the sea in order to make the new rupees which are necessary to carry on the business of the country. Here is a fact which will help to show what hoarding means. During the last two years the Government have been compelled to buy silver in order to coin no less than 50 crores of rupees to take the place of those, which have been thoughtlessly hoarded by people in India. Further they have now found it necessary to make arrangements to bring from our great friend and Ally, America, an additional amount of silver to enable them to coin 50 crores more of rupees. A large part of this silver is on its way to India and the remainder will shortly be sent here.

The supply and purchase of these huge quantities of silver are very wasteful in many ways. In the first place these purchases mean that India sends her resources abroad in return for mere metal. If the Government of India had lent the money required to buy this silver, India would have received interest thereon amounting to more than Rs. 5 crores a year. This additional income would have made it possible for the Government either to reduce taxation or else to spend larger amounts for the benefit of India either by providing for better education or sanitation, or in other ways.

Again, we can in this matter learn a lesson from our enemies. Germany has been able to carry on the war for so long largely because she adopts as one guiding principle that of "waste nothing." The hoarding of silver in India is a most flagrant waste of an essential of war. Exactly the same applies to the hoarding of gold. It is almost as bad as burying shells and other ammunition instead of letting them be used against the enemy. The Prime Minister of England has told us that silver bullets will win the war, and yet in India, by hoarding our silver and gold, we are hiding away silver and gold bullets, so that they can be of no help in winning victory.

It is also important to mention that in all other countries except India a note issue has been developed and popularised in order to economise the metal used for coin. This is especially the case in Japan where very small notes indeed are now in circulation. India is the only country which uses metallic coin instead of notes to the enormous extent which she now does. The result is that people of other countries are benefiting greatly from this policy, so that they grow richer at India's expense.

Apart from the effect of the practice of hoarding on the wealth of India, it must also be remembered that the production of silver from the mines of America calls for the labour of men who would otherwise be engaged in war work, as the Americans are fighting on our side and the soldiers they have sent to the battlefield require enormous quantities of food and military supplies to enable them to conquer the enemy. The silver which America is sending to India has to be taken in trains to the seaports, and this adds to the difficulties of working the American railways when they are engaged in carrying supplies for the war. Then when the silver has reached the ports it has to be taken many thousands of miles by ship to this country at a time when every vessel is wanted for the purposes of the war and for

conveying articles which people in India would be very glad to have, such as cotton cloth and salt which at the present time, owing to the demands for ships for other purposes cannot be brought to this country in the same quantities as before the war. The consequence of this shortage of ships is that the stocks of cloth and salt as well as of other articles used by the people of India are much smaller than in ordinary times and that prices are much higher.

It has been shown that huge amounts of silver have been bought by the Government within the past two years. But even these will not be sufficient to provide rupees if hoarding continues, and it cannot be too strongly declared that this practice is most harmful to India and to her soldiers. In the first place, instead of spending money to buy the silver India could have drawn interest upon it and the money could then have been spent in providing rifles, clothes and food for soldiers, and in building more ships which might have brought to this country articles that every one wishes to have, such as, salt and cotton cloth just mentioned. Secondly, since hoarding makes it more difficult to obtain articles like salt and cotton cloth the prices of these articles as well as of food-stuffs and other necessities are raised and the people who hoard are thus injuring themselves and their friends.

There is no reason whatever why people should hoard rupees in India. The Government is just and powerful and there are many opportunities for safely investing money which is not required for the time being so that it can earn interest and increase the wealth of its owner. In all foreign countries which have become rich and prosperous, the people instead of hoarding use the money which they have to spare to make more money and they thus benefit not only themselves but the whole community. There are Post Office savings banks and Government loans in which they can invest and from which they can draw interest and their money when used in this way is not liable to be lost or stolen by thieves, as it would be if they followed the practice of hoarding which is so common in this country. In India too, as has been stated, plenty of opportunities can be found for placing money where it is absolutely safe and where it can earn good interest. If a person has spare money which he is likely to want at short notice he can deposit it in the Post Office savings bank or buy Post Office cash certificates with it. Or, if he is not likely to require it immediately he can invest it in War Bonds which pay a very substantial rate of interest. It is a direct benefit to him to use it in either of these ways. It is also a direct benefit to the country since any money lent to Government will be spent in India in buying for the soldiers wheat, rice and other food-stuffs as well as jute, cotton, hides, boots and shoes. A large demand for all these means good profit for the raiyats and other producers and adds to the wealth and prosperity of the whole country.

It will be clear then to any one who looks at the question of hoarding intelligently that the practice is a bad and a foolish one. Hoarding injures the soldiers who are fighting for India and thus helps the enemies of the Indian people. It also prevents money from being used to earn profits in the shape of interest, and it makes more difficult for Government to buy Indian produce for the use of the armies in the field.

Great harm is done in the world by want of thought. The hoarding of rupees in India affords an illustration of this truth. It is not too much, however, to believe that once the facts are realised every patriotic Indian will not only avoid hoarding himself but will do all in his power to persuade others from following a practice which benefits and assists the bitterest foes of his country.

LOCAL SELF-GOVERNMENT.

Resolution of the Government of India.

Declaration of 20th August 1917.

It was announced in the House of Commons on the 20th of August 1917 that the policy of His Majesty's Government, in respect of the future of this country, was that of increasing the association of Indians in every branch of the administration and the gradual development of self-governing institutions with a view to the progressive realisation of responsible government in India as an integral part of the British Empire. It was added that progress in this policy could only be achieved by successive stages and that the British Government and the Government of India, on whom the responsibility lay for the welfare and advancement of the Indian peoples, must be the judges of the time and measure of each advance and must be guided by the co-operation received from those upon whom new opportunities of service would thus be conferred and by the extent to which it was found that confidence could be reposed in their sense of responsibility.

Progress to be made in local self-government.

2. In commenting on this pronouncement in the Imperial Legislative Council on the 5th of September 1917, His Excellency the Viceroy explained that there were three roads along which an advance should be made towards the goal indicated in the above pronouncement. Of these the first road was in the domain of local self-government, the village or rural board and the town or municipal council. The domain of urban and rural self-government was the great training ground from which political progress and a sense of responsibility have taken their start, and it was felt that the time had come to quicken the advance, to accelerate the rate of progress and thus to stimulate the sense of responsibility in the average citizen and to enlarge his experience.

The object of the present Resolution is to indicate the manner in which the Government of India would desire to initiate the progress to be made along this road of local self-government.

The policy of Lord Ripon's government.

3. Although the beginnings of local bodies can be traced to an earlier epoch, the course of local self-government, as now understood, was first set out by the government of Lord Ripon more than 30 years ago. A determined effort was made by the Government of India in 1881 to 1884 to implant a system of local self-government in the country and much was said and written on the subject in those years.

During and shortly after that period a number of Acts were passed to form the foundation of the new arrangements. There was, however, little enthusiasm about the further development of the system either in official circles or outside and the advance during subsequent years, though not inconsiderable, has on the whole been slow. As might be expected, it has been more rapid in the great towns, but it has lagged behind over the country at large.

The Decentralization Commission and the Resolution of 1915.

In 1907-09 the whole field of local self-government came under the consideration of the Decentralization Commission, and the Commission made a number of detailed proposals on the subject almost all of which were in the direction of giving greater scope and freedom to local bodies. These proposals were referred in 1909-10 to local Governments, and a large mass of opinions was received during the ensuing three or four years. The Secretary of State had, meantime, intimated his opinion that the time had come to undertake a general review of results obtained by the policy of Lord Ripon's government; and the Government of India after an intermediate correspondence with the Secretary of State and local Governments complied with this desire by embodying their views on the proposals of the Commission in a comprehensive Resolution on the main problems of local self-government. This Resolution was issued in April 1915. After pointing out the degree of substantial progress that had already been achieved and the signs of vitality and growth that were every-where apparent, it proceeded to explain the obstacles in the way of realising completely the ideals which had prompted action in the past. The smallness and inelasticity of local revenues, the difficulty of devising further forms of taxation, the indifference still prevailing in many places towards all forms of public life, the continued unwillingness of many gentlemen to submit to the troubles, expense and inconveniences of election, the unfitness of some of those whom these obstacles did not deter, the prevalence of sectarian animosities, the varying character of the municipal area—all these were causes which could not but impede the free and full development of local self-government. The growing demand among the educated classes in towns for greater efficiency involving more direct expert control in matters affecting public health and education was a further influence of a different character; but, while these and similar considerations indicated the need for caution, the Government of India, on the whole, declared themselves unhesitatingly in favour of a general policy of further progress limited only by such conditions as local circumstances might dictate. At the same time, the Resolution emphasized the fact that any attempt to exact uniformity in local administration would be foredoomed to failure, and on a review of all the circumstances the Government of India decided to accept in almost every case the conclusions of each local Government as to the degree of progress possible at the present time. The Resolution, therefore, while indicating in broad outlines the ideals which the Government of India had

before them, left the local Governments in most respects to move towards these ideals in the manner and at the pace which was considered best fitting to local circumstances. In some provinces—as in the United Provinces, Bengal and Assam—legislation has since been effected or initiated and in others action has been taken in other ways towards securing further progress on the lines suggested by the Commission, but as a rule the statutory provisions for local self-government have remained unchanged since the Resolution of 1915 was issued and no remarkable departure of a general character has been made from the previously existing arrangements.

In their recent correspondence with the Secretary of State on the general subject of constitutional reforms the Government of India have considered afresh the whole subject of local self-government and have laid before the Secretary of State a scheme of expansion suited to the altered circumstances of the present time. Having received his approval to their recommendations they now desire to intimate lines upon which they would wish local Governments to move in the direction of more complete local self-government. The Government of India fully recognise that it will not be possible to make all the injunctions formulated below of absolutely uniform application and are therefore, willing to reserve to the local Governments the power to modify their application in specific cases and for specific reasons; but they expect that in the absence of such specific occasions a substantial advance should now be made on the lines laid down, and from indications received in the course of their recent communications with heads of local Governments, they believe that the local Governments, each in its own degree, are also anxious to adopt a forward policy in general conformity with the wishes of the Government of India.

The main principles involved.

4. As the whole subject has been so recently dealt with in the Resolution of 1915, the Government of India do not propose to re-state the history or the objects and principles of local self-government in this country at any length. The first and foremost principle which was enunciated in Lord Ripon's Resolution of May 1882 and which has since been emphasized by successive Secretaries of State, is that the object of local self-government is to train the people in the management of their own local affairs and that political education of this sort must, in the main, take precedence of considerations of departmental efficiency. It follows from this that local bodies should be as representative as possible of the people whose affairs they are called on to administer, that their authority in the matters entrusted to them should be real and not nominal, and that they should not be subjected to unnecessary control, but should learn by making mistakes and profiting by them. The general policy, therefore, must be one of the gradual removal of unnecessary Government control and of differentiating the spheres of action appropriate for Government and for local bodies, respectively. So far as education is concerned, the views of the Government of India have been already communicated in

their circular No. 873 of the 19th September 1916 and the present Resolution will not deal with the educational aspects of the policy. The control of Government over local bodies is at present exercised both from within and from without, and it is mainly by the substitution of outside for inside control and by the reduction of outside control, so far as is compatible with safety, that progress in the desired direction will be achieved. The internal control is capable of relaxation by the introduction of a greater use of election in the selection of members and chairmen of boards; and the external control by such means as the removal of unnecessary restrictions in connection with taxation, budgets, the sanction of works and the local establishments.

Internal control:—Elective majorities on boards.

5. In dealing with the election of members to local bodies the Decentralization Commission proposed that municipal boards and rural boards—district and sub-district—should ordinarily have a substantial elective majority, nominated members being limited to a number sufficient to provide for the due representation of minorities and of official experience. In their Resolution of 1915, the Government of India approved this policy as regards municipalities subject to the proviso that where its success might be doubtful it should be introduced gradually; and as regards rural boards, they observed that local Governments in general were in sympathy with the Commission's proposal. At present something over a half of the members in municipalities and something under a half in rural boards are elected, and the Government of India are now of opinion that as a general principle the Commission's proposals in favour of a substantial elective majority both as regards municipalities and as regards rural boards, should be accepted and carried out by the local Governments. Where the members of district boards are elected by the sub-district boards there is no reason to interfere with this arrangement, but the observance of the principle should be enforced as regards the elective element in the membership of the sub-district boards which make the elections for the district boards. As regards the special representation of minorities where this is necessary, the Government of India would prefer that this should be effected by retaining the practice of nomination rather than by introducing some system of communal or proportional representation. But, as regards the special representation of official experience, they consider that this might often be adequately secured by the nomination to the board of men possessed of such experience for purposes of advice or discussion only and without the right of voting. It has been suggested that, apart from the officials who would count as supernumeraries under the above arrangement, the proportion of nominated members on a board should not ordinarily exceed one-fourth; and it will be open to local Governments to adopt a standard of this character, but the Government of India recognise that in the case of boards to which the elective system has not hitherto been applied there may be local opposition to the immediate introduction of election on so extensive a scale and the proportion of

nominated members on boards must necessarily vary from place to place. In cases where it is considered advisable to retain the power to nominate to a certain number of posts for the purpose of retaining the services of men who would not stand for election, it should be considered whether a system by which a proportion of the members should be co-opted by the remainder and hold office for a period longer than that ordinarily prescribed would not serve to meet the same object. In one province proposals are now under consideration for dispensing altogether with nomination by (i) omitting the official members in view of the existence of expert servants of the boards, (ii) meeting the case of minorities by communal representation, and (iii) introducing a system of co-opted 'aldermen' on the lines above described in order to attract men who will not stand for election. Except so far as it provides for communal representation, a scheme of this character coincides with the principles which the Government of India themselves advocate and, in the cases where the question of communal minorities does not arise, it indicates a line of action which ensures the full exercise of the right of election to local bodies. It should be recognised that by whatever method this may be effected a substantial increase should be secured in the present elective element in local bodies and in view of this contemplated increase the Government of India desire that district officers should, as recommended in paragraph 534 of the Decentralization Commission's Report, utilize their district boards more fully than at present for consultation and advice in matters of general concern which lie outside the sphere prescribed for the activities of these boards.

Extension of the franchise.

6. In accepting the proposals of the Decentralization Commission with regard to the provision of a substantial elected majority on local bodies, the Government of India desire to add the important corollary that the franchise for such election should be sufficiently low to obtain constituencies which will be really representative of the body of the rate-payers. So far as information is at present available, it would appear that the average electorate in municipalities in India represents some 6 per cent of the population and the electorate in district boards some 6 per cent. It is recognised that a full elective system analogous to that which obtains in the West (such as the municipal franchise in England which is understood to include some 16 per cent of the population concerned) cannot be immediately or universally applied, but it should be regarded as the end to be kept in view and worked up to. The relation of the electorate for local bodies to that which may hereafter be provided for purposes of elections to the provincial legislatures is a matter which will have to be taken up separately; but several local Governments have already under consideration an extension of the existing franchise for rural boards and where such extensions can be made without recourse to special legislation there is no objection to their being carried out at once if the local Governments concerned are of opinion that this can be done

without inconvenience. An enlarged franchise is in any case an essential condition of an extension of the elected element on boards and it should be understood that the increase in the elective element on local bodies must, if it is to be of value, be accompanied sooner or later by a substantial extension of a franchise upon which that election is based.

Elected chairmen in municipalities.

7. In dealing with the appointment of chairmen in municipalities the Decentralization Commission desired that the municipal chairmen should ordinarily be elected non-officials, that Government officers should not be allowed to stand for election and that if a nominated chairman was required, an official should be selected. The Government of India in their Resolution of 1915 accepted this view, subject to the qualification that in special cases in which it was necessary to nominate the chairman (election being the ordinary method) discretion should be reserved to local Governments to nominate non-officials as well as officials, and subject also to the further condition that although boards should not be absolutely prohibited from electing officials, the election of an official should be a special matter requiring confirmation by the Commissioner or by some higher authority. It may be roughly laid down that at the present time one-third of the chairmen in municipalities in India are nominated officials, one-third are elected officials and one-third are elected non-officials, but certain local Governments have latterly evinced a desire to increase the proportion of elected non-official chairmen within their respective areas. The Government of India accept the proposals of the Decentralization Commission as qualified by the Resolution of 1915 on the understanding that when an official is elected to be a chairman the election should be by a majority of the non-official votes. In certain provinces, such as Burma and the United Provinces, it is already the ordinary practice for municipalities to elect their chairmen. In others, as in Bihar and Orissa and the Punjab, efforts have been made in recent years, but have not always met with the consent of the municipalities concerned, to increase the number of elected chairmen. In others, as Bengal and Bombay, the principle of election has in practice been extended and further extensions have been seriously considered. The Government of India trust that the principles which they have laid down above will commend themselves to local Governments and they hope that under the arrangement now prescribed there will be a general replacement of nominated official chairmen of municipalities by elected non-officials, though municipalities should be able to elect an official as chairman, or if they so desire, to ask the Government to nominate a chairman.

System in large cities.

8. The Decentralization Commission, however, indicated that in the larger cities it would be desirable to adopt the practice which has been worked with success in the city of Bombay. In order that

the large amount of every day administration necessary should be efficiently carried on, this administration is in Bombay placed under a special nominated Commissioner, who is, however, subject to the general control of the corporation and of its standing committee. This proposal was commended in the Resolution of 1915, and it appears to the Government of India to be worthy of consideration. So long as the executive officer of a city is protected from the possible caprices of a board by provisos requiring that, though his nomination may be by the board, his appointment should be approved by Government and that he should not be removed without the sanction of the Government unless by the vote of a substantial majority of the board, it is not necessary to require that the executive officer should be a Government official, and competent men can be appointed to the post who have not been or no longer are in Government service. A system of executive officers on the above general lines has been rendered possible in the cities of the Bombay Presidency by legislation passed in 1914, and in the United Provinces by the United Provinces Municipalities Act of 1916: while a similar system is contemplated by the legislation now under consideration for the corporations of Calcutta and Madras.

Elected chairmen in rural boards.

9. As regards rural boards the Decentralization Commission found that in practice the Collector was nearly always the president of the district board either *ex-officio* or by nomination or by election, and that the sub-district boards were also, as a rule, presided over by official subordinates of the Collector. They recommended that the Collector should remain as president of the district board as it was undesirable to dissociate him from the interests of the district and it was important to utilise his administrative experience. They differentiated the circumstances of rural boards from those of municipalities in that the latter are less connected with general district administration, that they had reached a higher level of political education and that their jurisdictional area was much smaller and more compact. For these reasons, they held that it was desirable that the presidency of rural boards should continue to vest in the Collector and his assistants, but they added that the vice-presidents should, in each case, be elected non-officials. The Government of India in their Resolution of 1915 accepted the view of the Commission above cited. They added, however, that they would have no objection to non-official chairmen being retained, where they already existed, or freshly appointed where a local Government desired to make the experiment. From statistics provided in 1916 it would appear that at that time out of 91 district boards only 13 had non-official presidents (elected), all but one of these being in the Central Provinces: and as regards sub-district boards, out of a total of 525, the chairmanship of 41, mostly in Bengal, was held by elected non-officials and of 20, nearly all in Madras, by nominated non-officials. Since these figures were collected, however, fresh experiments have been made, more especially

in Bengal and Bombay, to extend the principle of elected non-official chairmen; and other provinces also have evinced their desire to move in this direction.

The circumstances of district boards and of large sub-divisional boards, such as those in Madras, are materially different from those of municipalities, since they need much more time and widely extended travelling on the part of the head of the board if the work is to be satisfactorily carried out. The Government of India would urge provincial Governments to arrange for the election of chairmen, wherever this is possible, and where this is not possible, to encourage the appointment of non-official chairmen. When the chairman is a non-official, however, they think it essential in regard to district boards and to such sub-district boards as deal with large areas that, as in the case of large cities, the ordinary official work should be largely in the hands of a special executive officer, whose appointment should require the approval of the Government and who should not be removed in ordinary circumstances without Government sanction. If such a board, wishing to save the expense of a special officer, or desirous of remaining under the presidency of the Collector or of one of his assistants, should wish to elect such an official as chairman, the Government of India think that its wishes might be acceded to, subject to the condition that the election should be made by the non-official members of the board and that it should be a special matter requiring confirmation by the Commissioner or some higher authority.

External control:—Powers of taxation in municipalities.

10. In the above paragraphs the views of the Government of India have been expressed in favour of a liberalization of the constitution of local bodies and the consequent substantial reduction of what is ordinarily termed the "internal control" of local bodies by the Government. Turning to the other aspect of the case, namely, the possible reduction of external Government control, they would first deal with the matter of local taxation: Under this head the Decentralization Commission were of opinion that municipalities should have full liberty to impose or alter taxation within the limits laid down by the municipal laws, but that the sanction of an outside authority to any increase in taxation should be required where the law did not prescribe a maximum rate. The Government of India in their Resolution of 1915 expressed a general sympathy with the Commission's recommendations. They thought, however, that power to vary any tax might be reserved by such local Governments as were unable to accept in full the recommendations of the Commission, and that in the case of indebted municipalities the previous sanction of higher authorities should be required to any alteration of taxation. The suggested proviso that local Governments should have power to vary any tax is one that practically renders the general principle nugatory as it enables local Governments to decline to act upon it, and the Government of India consider that this proviso should now be given up in the case of boards which contain substantial elected majorities. The

further proviso with regard to indebted municipalities is undoubtedly sound in cases where the Government has lent money to a municipality or guaranteed repayment of its loans and in that case the sanction of Government should obviously be required to any alteration in taxation which might reduce the municipality's resources. Subject to this proviso, the Government of India consider it most important that municipal boards should be allowed to vary taxation in the manner proposed by the Commission. In cases where the constituencies are (as the Government of India consider it essential that they should be) so organized as to be really representative of the body of the rate-payers a municipal board which abuses its powers of taxation will be open to correction by its own constituents and, as will be observed from the remarks made in paragraph 17 below, it is proposed that in case of grave abuse the Government should retain special powers of intervention.

Powers of taxation in rural boards.

11. The bulk of the income of rural boards is derived from a cess levied upon agricultural land over and above the land revenue and not usually exceeding 1 anna in the rupee, or $6\frac{1}{4}$ per cent. on the rental value or on the land revenue according to the circumstances of the province. Subject to an exception in favour of railway construction, the Decentralization Commission held that district boards should not be empowered to raise the land cess beyond the above-mentioned limits. They represented that the policy of the Government was in favour of lightening the burden on land, that district boards were not fully representative, and that changes in the rate of cess would lead to misunderstanding and fraud. They accordingly declined to recommend the grant of unlimited powers of taxation to rural boards, but thought that they should have power to raise the ordinary land cess up to a rate of 1 anna in the rupee on rental value and to levy rates and fees at their discretion within the limits laid down in the various Acts, the sanction of the Commissioner being required for proposed changes in the rates where no limits had been laid down by the law. In their resolution of 1915 the Government of India observed that under present conditions any proposal to raise the limit imposed by the existing law would require the previous sanction of the Government of India, that such proposals would need the most careful consideration on their merits and that the Government of India did not consider it necessary for the present to make any pronouncement on the subject. Under the general principle indicated above in respect of municipalities the Government of India would now accept a somewhat similar position. Where no limit has been imposed by the law on the rate of cess, a change in the rate at which the cess is levied will need the sanction of outside authority: but where a limit is imposed, either by existing or by future legislation, a rural board will be at liberty to vary the rate at which the cess is levied within the limits imposed by law without the interference of outside authority.

The control of services paid for by local bodies.

12. The Commission proposed that, if a municipal or rural board had to pay for a service, it should control it: and that, where it was expedient that the control should be largely in the hands of Government, the service should be a provincial one. The Government of India, though not prepared to accept the proposal in full, declared in their Resolution of 1915 that they approved of it in a somewhat modified form. They considered that charges should be remitted in cases where a local body contributed to Government for services inherent in the duty of supervision and control by Government officers or services which could not expediently be performed except by Government agency. For example, Government might properly cease to charge for clerical establishments in the offices of supervision and control or for the collection of district cesses which it was clearly expedient to realise along with the Government revenue. The Government of India are now of opinion that in this matter it would be well to go the whole way with the Commission, in accordance with the general principle that if local bodies have to raise funds for any particular object they should have the control of these funds. If a board is to provide, for instance, for civil works or medical relief, it ought, subject to such general principles as the Government may prescribe, to have real control over the funds thus provided, and should not be under the constant dictation of Government departments in matters of detail.

The budgets of local bodies.

13. Commenting on the minute control exercised in some provinces over municipal finances, the Decentralization Commission recommended that municipalities should have free hand with regard to their budgets. The only check required should, in their opinion, be the maintenance of a minimum standing balance to be prescribed by the local Governments. They acknowledged that relaxation in control might lead to mismanagement, but they were of opinion that municipal bodies could attain adequate financial responsibility only by the exercise of such powers and by having to bear the consequences of their errors. Further check would be provided by the control which local Governments would exercise over loans and by the power which should be reserved to compel a municipality to discharge its duties in cases of default. In dealing with these proposals in their Resolution of 1915 the Government of India, while introducing exceptions suggested by various local Governments, declared that, though they would accept these reservations for the present, they nevertheless regarded the recommendations of the Commission as expressing a policy to be steadily kept in view and gradually realised. The Government of India now desire that local Governments should make every effort to attain the full realisation of the recommendations in question as soon as possible.

A similar recommendation was made by the Decentralization Commission in respect of rural boards, and the Government of India

in their Resolution of 1915 considered that the present restrictions on the powers of these boards with regard to the general principle of budget expenditure should be gradually relaxed with due regard to local conditions and requirements; the fact that an official would almost invariably be the chairman and that powers of inspection and control were retained by Government being sufficient safeguard against gross mismanagement. In this case, as in that of municipalities, the Government of India desire that the recommendations of the Commission should be realised as soon as possible subject only, as in the case of municipalities, to control in the case of rural boards which are indebted to Government and in cases of gross default.

Specification of income and earmarking of grants.

14. The Government of India would similarly endorse the recommendation made in the Decentralization Commission's Report that the system of requiring local bodies to devote fixed portions of their revenues to particular objects of expenditure should be done away with as unduly limiting their freedom of action, subject, as indicated by the Commission, to outside intervention in cases of grave neglect or disregard. If the Government give grant for a particular object, the money must, of course be applied thereto, but the Government of India endorse the Commission's recommendation that grant-in-aid should normally take the form of a lump grant or a percentage contribution towards specific services rather than be more definitely earmarked. If, again, funds have been raised locally for particular objects, they must necessarily be applied to those objects; but otherwise the general principle laid down by the Commission is one which the Government of India would wish to see ordinarily observed.

Sanction for works.

15. The Decentralization Commission further proposed that the existing restrictions on municipalities which require outside sanction for works estimated to cost more than a certain amount should be removed, but the Government should scrutinize and sanction estimates of projects to be carried out from the loan funds. In their Resolution of 1915 the Government of India observed that the majority of the local Governments were prepared to relax the existing rules in the direction of giving more freedom to municipal boards, and the Government of India expressed themselves in favour of extended freedom subject, where necessary, to proper precautions against extravagant and ill-considered projects. With reference to a similar recommendation made by the Decentralization Commission in respect of rural boards the Government of India in their Resolution expressed their opinion that the grant to rural boards of full powers in the allotment of funds and in the passing of estimates could not for the present at least be conceded, but the extent of the necessary financial control might depend in the case of rural boards on the competence of the staff employed, and where this varied it would not be desirable

to lay down hard and fast rules for the whole of a province. The Government of India still adhere to the views expressed by them in 1915, but they desire to go somewhat beyond the general pronouncement then made and would ask for a definite indication on the part of local Governments that, allowing for the necessarily different circumstances of different boards, there will now be made a material advance in the direction of the proposal made by the Decentralization Commission. It may be found convenient to arrange for this advance by a classification of bodies according to the character of their local technical staff and to divide them into three or more classes according as sanction is not required, or is required in the case of works whose cost is calculated to exceed certain specified figures.

Establishments of local bodies.

16. It was also recommended by the Decentralization Commission that the degree of outside control over municipal establishments should be relaxed, but that the appointments of municipal secretaries or other chief executive officers or engineers and health officers, where these existed, should require the sanction of the local Government in the case of cities and of the Commissioner elsewhere, and that the same sanction should be required for any alteration in the emoluments of these posts and for the appointment and dismissal of the occupants. As regards other appointments, the Commission proposed that the local Government should lay down for municipal boards general rules in respect to such matters as leave, acting and travelling allowances, pensions or provident funds and maximum salaries, and that their sanction should be required for any deviation therefrom. The system recommended by the Commission is already substantially in force in Bombay, and almost all the local Governments expressed their willingness to relax outside control over the appointment of the staff employed by local bodies. The Government of India are now of opinion that steps should be taken to carry out into practice the general recommendations of the Commission in respect of municipalities: and that as regards rural boards, for which the Commission made similar recommendations, similar action should be taken. They consider, moreover, that the requirement of Government sanction to the appointment and dismissal of the special officers above-mentioned may properly be accompanied by the right on the part of Government to require their dismissal in cases of proved incompetency.

Outside powers of intervention.

17. In addition to the specific forms of outside control to which reference has above been made, the existing legislation confers certain special powers of intervention on the part of Government officers. The Decentralization Commission were of opinion that the Collector should retain certain powers given under the existing Acts, such as the power to suspend in certain cases the operation of municipal resolutions and that the Commissioner should be able to require a municipi-

pality, which had neglected a particular service, to take such action as he might consider necessary. The local Governments generally and the Government of India in 1915, were of opinion that special powers of outside control were necessary and should continue. The Commission also recommended that the special powers of control over rural boards vested in outside authorities under the existing Acts should continue, and the local Governments in general and the Government of India accepted this view.

It is certainly necessary to maintain such ultimate powers of intervention which are in no way peculiar to India, and which carry out the view expressed in paragraph 17 of the Government of India Resolution of 17th of May 1882, that the control of Government over local bodies should be exercised from without rather than from within, and that the Government instead of dictating the acts of local bodies should revise and check them. In view of the relaxations which are contemplated in respect of the powers of external control exercised by Government in respect of taxation, budgets, public works and local establishments, it might be expected that the powers of Government officers in respect of external intervention should, if altered at all, be altered in the direction of greater stringency. In consequence of the increasing demand for sanitary improvements, it may indeed be necessary to provide a special agency for enforcing modern requirements in the matter of sanitation, and to provide that agency with adequate powers, and this is a matter upon which the Government of India will, if necessary, address local Governments separately at a later date. It is moreover possible that very important changes may be necessary hereafter in the procedure and organization of public works establishments as a consequence of the inquiries recently made by the Public Works Department Reorganization Committee whose report is at present under the consideration of the Government of India. But, as has been already remarked at the outset of this Resolution, the general principle before the Government of India is that, except in cases of really grave mismanagement, local bodies should be permitted to make mistakes and learn by them rather than be subjected to interference either from within or from outside. The Government of India do not therefore, with the possible exceptions above noted, suggest the addition of any substantial powers of intervention on the part of Government officers, and they trust that in the exercise of such powers as the law allows the principle which has above been referred to may be borne in mind. They would further suggest that penal action from outside might in some cases be dispensed with, if the Government took power to itself to dissolve a municipal council or rural board and require a fresh election before making use of the more drastic powers conferred upon it by the legislature.

Central control.

18. As regards the agency through which the outside control of Government should be exercised the proposal has from time to time been put forward that the main powers of control should be concen-

trated in the hands of a central board at provincial head-quarters working under Government and invested with powers of compulsion similar to those enjoyed by the Local Government Board in England. A proposal to constitute a board of this character was put forward for Bengal in 1882 and was negatived by the Secretary of State. It was again examined by the Decentralization Commission and rejected by them in 1909. The local Governments concurred in the conclusion of the Commission and the Government of India, in their Resolution of 1915, vetoed the scheme as not only unnecessary but tending also to perpetuate the very centralization in local affairs which it is the object of Government to diminish. The Government of India recognise that the powers of Collectors and Commissioners should be maintained but they would suggest for the consideration of the provincial Governments the constitution of a central body which should co-ordinate the experiences of the local bodies and provide improved control and guidance by entertaining further expert inspecting establishments, if necessary. Such a central body should be in direct touch with the Government and might fitly be presided over by a member of the Executive Council where such exists. It should further be considered whether in place of a formal board there might not be a Standing Committee for local and municipal affairs in direct contact with the Government, to be largely drawn from elected members of the Legislative Council.

Notified areas, etc.

19. In the above paragraphs the Government of India have indicated a few of the main principles which they consider should be borne in mind in the future relations of Government to the local bodies ordinarily known as municipalities and district or sub-district boards. They do not consider it necessary to lay down any general principle in regard to embryonic municipalities whether these be styled "notified areas," or "village unions" as in Madras, or "town panchayats" as suggested by the Decentralization Commission. Many of the bodies dealing with these areas will in due course develop into municipal councils, but until they are fit for this stage they must obviously be subjected to greater control and be less non-official in character. It might often be undesirable, for instance, that the chairman should be a non-official. The development of these bodies is left to the discretion of local Governments, subject merely to the general instruction that they should be allowed as full authority as is possible and their powers should be gradually enhanced.

Village panchayats.

20. The policy initiated by the Resolution of Lord Ripon's government related solely to the machinery of local self-government as represented by municipal or sub-district boards, but reference has, from time to time, been made during subsequent years to the possibility of providing some organization for the development of village life

and this aspect of the question was brought into special prominence by the Decentralization Commission of 1909. A special section of their report was devoted by that Commission to the question of village panchayats and the Commission indicated the principles upon which such panchayats should, in their opinion, be instituted. As, however, there is some misapprehension as to the nature of the recommendations of the Commission, it is advisable to bear in mind the crucial point that in their proposals in this respect, the Decentralization Commission were not contemplating an additional machine for the promotion of local self-government in the sense in which that term is used in the Resolution of Lord Ripon's government and in subsequent official literature but desired to develop the corporate life of the individual villages and to give the villagers an interest in, and some control over, local village affairs. Consequently, they made a clear distinction between the panchayat organization which they recommended and artificial agglomerations, such as the Madras local fund unions, the chaukidari unions in Bengal and the sanitary committees to be found in the United Provinces, Bombay and the Central Provinces. These artificial organizations may be found useful as an adjunct to local self-government in the sense in which that word is used in the Resolution of 1882 by affording smaller administrative areas in that connection than those administered by municipal or sub-district boards; but such organizations are quite unconnected with the development of individual village corporate life. The Decentralization Commission have pointed out that the common traditions of the village, the fact that the inhabitants are largely connected by ties of blood and caste and by many interests in common and the measure of corporate life still existing in Indian villages, which is shown occasionally by voluntary taxation for special purposes warrant the action recommended by the Commission for the organization of panchayats. The Government of India consider that the distinction drawn by the Commission is a real one and that in dealing with the principles governing general proposals in respect of panchayats' attention should be confined either to individual villages or to villages which are so closely connected that their people habitually act together.

Proposals of the Decentralization Commission in respect of village panchayats.

21. The Decentralization Commission recognised, however, very clearly that the different character of the villages not merely in different provinces but in a single province and even within the parts of a province would necessitate caution, in taking up the policy of developing panchayats, and the Government of India, while recognising the necessity of making some effort in the direction of developing village government, are constrained to emphasize the note of caution sounded by the Commission. Similarly, while the Commission indicated certain general functions and powers which might be allotted to panchayats, they were careful to explain that there should be no question developing these on any uniform system. They contended

that functions must be gradually and cautiously assigned and must vary with the circumstances of the locality and the manner in which the panchayat discharges the duties first placed upon it. They recommended that the panchayats should be placed under the district authorities, and, if possible, under special assistants, that they should be confined, as a rule, to one village, and that the members should be informally selected, the headman being ordinarily *ex-officio* chairman. They proposed that to these panchayats should be attached civil and criminal jurisdiction in petty cases but that the courts might be given special revisional jurisdiction in cases where there appeared to be some grave miscarriage of justice. The administrative functions of the panchayats were to include sanitation and education and the power of taxation being likely to lead to unpopularity was not to be conferred, but the panchayat was to obtain part of the land cess and grants from sub-district boards or Collectors, together with small fees, etc.

Views expressed in the Resolution of 1915.

22. With the general line of the Commission's proposals, the Government of India in their Resolution of 1915 expressed their concurrence, and in leaving the matter in the hands of local Governments they suggested the following general principles as indicating the lines on which advance was most likely to be successful:—

- (i) The experiments should be made in selected villages or areas larger than a village, where the people in general agree.
- (ii) Legislation, where necessary, should be permissive and general. The powers and duties of panchayats, whether administrative or judicial, need not and, indeed, should not, be identical in every village.
- (iii) In areas where it is considered desirable to confer judicial as well as administrative functions upon panchayats, the same body should exercise both functions.
- (iv) Existing village administrative committees, such as village sanitation and education committees, should be merged in the village panchayats where these are established.
- (v) The jurisdiction of panchayats in judicial cases should ordinarily be permissive, but in order to provide inducement to litigants, reasonable facilities might be allowed to persons wishing to have their cases decided by panchayats. For instance, court-fees, if levied, should be small, technicalities in procedure should be avoided and possibly a speedier execution of decrees permitted.
- (vi) Powers of permissive taxation may be conferred on panchayats, where desired, subject to the control of the local Government, but the development of the panchayat system should not be prejudiced by an excessive association with taxation.
- (vii) The relations of panchayats on the administrative side with other administrative bodies should be clearly

defined. If they are financed by district or sub-district boards, there can be no objection to some supervision by such boards.

Modifications now suggested in the above views.

23. The development of the panchayat system has since attracted considerable attention in several provinces and legislation has been introduced in Assam for the purpose of instituting a system of this kind, while a special committee has investigated and reported on the subject in the United Provinces. The Government of India desire that the matter should be further pursued and with the exceptions noted below they concur in the views expressed in the Resolution of 1915. They would, however, modify the first of the principles suggested in the Resolution by saying that the area under a panchayat should normally be a village unless, as above stated, villages are so closely connected that they may be treated as one. The Government of India would further omit the seventh of the principles quoted above on the ground that at the present stage it is not desirable to make any rigid classification of the connection of panchayats with other administrative bodies from which indeed they should be kept apart as much as possible, while the way in which they do their work should be tested by inspections by the administrative district staff. At the outset, moreover, such control as is necessary in the way of replacing incompetent panchayats, or members of panchayats, should be exercised by the local revenue officers provided that these be of a grade higher than that of Tahsildar.

As regards the constitution of the panchayat, the points to which the Government of India attach most importance are the association of the principal village officers with the panchayats and an informal election of the other members by the villagers themselves. They would, however, allow the panchayat to choose its own president and would not render it obligatory that the president should be the village headman as suggested by the Decentralization Commission. Of the possible functions to be assigned to panchayats, the most important are, in their opinion, village sanitation and village education (in the directions indicated in paragraph 712 of the Decentralization Commission's Report) and jurisdiction in petty civil and criminal cases. With reference to this last class of functions, it is especially desirable that the panchayat should be, as a rule, a body representing a single village, otherwise the great safeguard for the proper disposal of such cases, namely, local public opinion, will be lost. It should also be permissible, though not as the Commission suggested universally necessary, that the panchayat should receive some portion of the land cess raised in their villages. The Government of India are also prepared, differing herein from the opinion of the Decentralization Commission, to allow to the panchayats voluntary powers of supplementary taxation, the proceeds of which would be devoted to the special purposes for which the tax was levied.

Exceptions and alternatives.

24. Where it is decided to call these panchayats into existence, the legislation entailed should be as simple and elastic as possible with the fullest scope for details. These may be left to rules which will be gradually evolved and be improved by experience. The Government of India, however, recognised the impossibility of any universal enforcement of a system of panchayats by reason of the different circumstances prevailing in different tracts, in some of which indeed there are no regular villages at all. It is essential, however, that an effective beginning should be made, where possible; and, if the Government of any province, where there is still some real village life should think that these recommendations are unsuited to local circumstances, it will be open to such a Government to put forward alternative proposals. It is not, for instance, intended to prevent in any way the establishment of unions and circles for local self-government purposes. As observed above, such unions or circles may be a very useful adjunct to district and sub-district boards relieving them of duties which can be better discharged by committees dealing with smaller areas and such bodies would be especially useful and desirable in tracts in which it is found impossible or premature to establish a village panchayat system.

Action now required.

25. It will probably be found on examination that a large part of the suggestions put forward in this Resolution can be brought into effect without any change in the existing legislation and so far as this can be done, action should be taken without further delay. In some provinces, as in Madras, the amendment of the existing law is already in contemplation. In others, as in the United Provinces and Assam, there has been legislation which, to a large extent, meets the necessities of the present Resolution and it will be for the local Governments in such provinces to determine whether fresh legislation will be necessary at the present time to meet the requirements now suggested. The development of a village panchayat system, where this is undertaken, should in any case be secured by separate legislation unconnected with the Acts relating to municipal and rural boards.

It is hoped that by the adoption of the policy indicated in this Resolution, a substantial advance may be made in the direction of a more developed and more liberal form of local self-government. It is probably in the sphere of local self-government more than in any other that the changes which are now being effected in India will touch the great mass of the population. If the local administration is freed in the manner proposed from undue official guidance, a vast number of persons should feel themselves for the first time placed in effective control of the matters which affect their every day life and the local bodies will be invested with opportunities not hitherto enjoyed by them of improving the conditions of the populations entrusted to their charge. The duties of local bodies cover most of the activities upon

which the essential welfare of the country depends. They have the care of the public health and all the circumstances upon which that health depends: they control elementary education: they construct and maintain local buildings and communications and they touch the life and convenience of the people at every point. In the development of their interests and the extension of their responsibilities, the self-government of the country will secure a very real and important advance and it is on the increased experience to be gained in the administration of local civic affairs that the country must to a large degree rely for the expansion of its self-dependence in the sphere of central government

Village Panchayats

REPORT CONTAINING PROPOSALS MADE FOR A SCHEME OF VILLAGE PANCHAYATS PROPOSED TO BE STARTED IN THE CENTRAL PROVINCES AND BERAR.

Questions regarding village organisation are receiving much attention at the present time. The following extracts are taken from a report submitted by Mr. K. S. Jatar who was placed on special duty by the Government of Central Provinces to study the system of village panchayats in different parts of India and to submit proposals for the introduction of the system in Central Provinces and Berar. Mr. Jatar has gone into the question in considerable detail and his report is interesting as an exhaustive treatment of an important subject and as containing moreover the observations of an outsider on the working of village committees in Mysore which was one of the provinces visited by Mr. Jatar.

Results of enquiries in the Provinces visited.

(a) Madras.

Village committees of some sort or other have been in existence for a longer time in Madras than perhaps anywhere else in India. Several panchayats started on a purely voluntary basis by the people themselves without any help from Government officers are still found doing useful work in some parts of the Presidency. The old Regulations V and XI of 1816 go to show that the principle of dispensing justice in petty civil and criminal cases by the headman of the village associated with village elders was recognized in this Presidency by the British Government in the early days of the 19th century. Village unions were started later on under the Local Boards Act for the discharge of administrative functions, and there are at present in existence nearly 400 unions thus constituted. It is true that the working of these judicial and administrative bodies has not been quite satisfactory, probably because they did not receive adequate attention from District officers, but since the publishing of the Report of the Decentralization

Commission, the subject has received close attention, their working has been closely examined, and causes of the unsatisfactory working have been investigated. Orders have been issued to effect the necessary improvements in existing institutions and to start new panchayats with all kinds of administrative functions including those connected with irrigation, tanks and village forests. An experienced officer of the Civil Service (Mr. Justice Phillips) was placed on special duty to report on the working of the village courts and submit recommendations with a view to improvement. His report has been received and a draft bill has been prepared, according to which, if it passes into law, regular judicial panchayats for disposing of civil and criminal cases will take the place of the present village Benches which have not been found to be successful. Detailed instructions have also been issued to the local boards with a view to improve the administration of the village unions under the Local Boards Act, and if the taluk boards are only able to give effect to the suggestions in the latest Resolution of the Government of Madras (which, by the way, is somewhat doubtful) these Unions should develop into model panchayats for improving the sanitary condition of villages. In addition to these, all the Collectors are starting what are called informal panchayats which are being constituted on a voluntary basis and without legislative sanction. These are, according to Government orders, to be regarded as embryo village unions which may at any time develop into local fund union panchayats possessing powers of taxation.

The forest panchayats and the irrigation panchayats are also informal panchayats, but they came into existence before the orders requiring the Collectors to start general panchayats were recently promulgated. In the year 1912, a committee of five members, consisting of three officers and two non-official gentlemen, was appointed to investigate into certain alleged grievances connected with the administration of forests and to suggest improvements. One of the principal suggestions of this committee was to take the villagers into confidence wherever possible and hand over to these panchayats the management of grazing areas. On the report of the committee being received, an officer of the Indian Civil Service (Mr. Davis) was placed on special duty under the Board of Revenue in order to give advice and help to the District officers in starting forest panchayats on the lines recommended by the Forest Committee. On the 1st July 1916 there were 147 forest panchayats working and, in the opinion of the Board of Revenue, the working of 76 of these bodies was found to be successful. At one time it was feared that the handing over of the management of grazing blocks would result in the reduction of revenue. It is yet too early to say what the ultimate effect would be, but the Board of Revenue have reported to Government in answer to a special enquiry that the special feature of panchayat management in the Coimbatore District was the immediate raising of the grazing fee, the old Government fee of annas three having been raised in some cases to Re. 1 and even to Rs. 1-8-0 per head.

Irrigation panchayats or boards were first started in the District of Nellore, where the Collector, Dewan Bahadur R. Ramchandra Rao,

has taken keen interest in their working. These were about eight in number. The Government have approved of the lines on which these panchayats were started and the Board of Revenue have been asked to draw the attention of all Collectors generally to the manner in which this work has been done in Nellore and to start similar panchayats on a voluntary basis wherever possible. Much valuable experience has thus been gained in Madras which is likely to be of great use in other provinces where the panchayat system has recently been or is being started.

(b) *United Provinces.*

No panchayats have yet started working in the United Provinces. A committee consisting of two officers, Mr. E. A. Phelps, I.C.S., and Mr. Muhammad Massanna, Deputy Collector, was formed and, after an exhaustive and careful enquiry into local conditions, a complete scheme has been drawn up and a bill has also been drafted. The opinions of all the District officers and several non-official bodies and influential private gentlemen have been obtained on the proposals. The subject is receiving attention in the Secretariat and I understand the bill, after it is amended in the light of the remarks offered, will shortly be submitted to the Government of India for administrative sanction.

The report of the United Provinces Committee has been of great help to me and several of my proposals, chiefly those relating to the judicial part of the scheme, have been based on the findings arrived at by this committee. Of course, I have differed in some details. But before confirming my views about these details, I took the opportunity of meeting Mr. Phelps in Bulandshahr, explaining to him my views and hearing what he had to say. It might be pointed out here that the United Provinces Committee have not been able to suggest any important duties of an administrative character except those relating to sanitation. The reasons are two :—

- (1) The Taluqdars and Zamindars in those provinces play an important part in the administration and take upon themselves several duties which they would not like to part with ;
- (2) it has not been considered advisable to give powers of taxation to panchayats. This committee have observed, in more than one place in their report, that panchayats without real powers are doomed to failure and that good work cannot be expected from men whose duties are disagreeable and whose privileges are few. Under the circumstances it is unfortunate that owing to lack of funds it has not been found possible to recommend more real powers as was perhaps intended.

(c) *Mysore.*

The State of Mysore being situated close to the Madras Presidency and some of the Dewans and higher officers having been imported from that Presidency, the village administration is generally

based on the lines adopted in Madras. The village panchayats have been recently started, and the very rapid progress which has been made is mainly due to the energy and zeal of the present Dewan. There are irrigation panchayats and forest panchayats entrusted with the same kind of duties, but, while in Madras they are without legislative sanction in Mysore. "The Tank Panchayat Regulation" (No. 1 of 1911) and the rules made thereunder and the rules framed under the Forest Act, duly approved of by the Durbar, give panchayats the necessary powers, with the result that these functional panchayats are capable of doing much more useful work. The village munsiffs also are empowered to dispose of petty civil and criminal cases and the parties are entitled to ask that panchayats selected from duly formed panels may be associated with the village munsiff. The concurrent jurisdiction of regular courts has, however, been withdrawn, and the village courts are thus able to take up a larger number of cases than in Madras.

There are also unions under the Local Boards Act, but these are practically advisory bodies. Their financial independence is even less than in Madras and my impression was that their work was only nominal.

Mysore has gone far ahead of Madras in creating its village committees. A village improvement scheme has been drawn up on the advice of a committee specially appointed, and the instructions given have been published in a manual for the guidance of committees. The duties of village committees have been distributed into two groups, (1) obligatory and (2) optional. The obligatory duties include (1) weekly half-day labour, (2) weekly meeting for spreading useful information, and (3) collecting a village fund. Every cultivator is required to lend the services of one member of the family for half a day fixed in the week and a gang thus formed is employed in discharging sanitary duties in the village, such as removing rank vegetation from waste sites, repairing village roads, filling up pits, cleaning wells and removing silt from village tanks, etc. If, for some reason or other, a member cannot be spared by a family, a small contribution of an anna or two is allowed to be paid in cash instead. For ordinary work of village sanitation, the villagers are thus required by the committee to provide free labour. For larger works, such as contribution and sinking of wells, building drains, etc., the committee is required to raise a fund and an arrangement has been made whereby the spirit of self-help thus shown is encouraged by a Government grant of equal or less amount paid from a provision specially made for this purpose in the State budget. The most interesting feature of the work of these committees is that on a fixed day in the week the committee is required to collect the leading villagers in the Chavri and read out to them extracts giving useful information about agricultural and other reforms introduced by Government from selected books and newspapers. I was not much impressed with the manner in which this work was being done. The Patel and the Patwari, who is called *shanbhog*, are the leading members, and the success of the scheme depends upon the influence which these officials hold and upon the amount of supervision which the higher

officers can afford to exercise. Practically, every village or a group of villages having a population of 300 and above has a committee thus formed. The number of committees formed up to the end of last year (1916) was nearly 8,500 and they were serving nearly 15,000 villages. It is yet too early to say how far this experiment will succeed. The village panchayats are still in their infancy and obviously require much closer supervision than the members of the regular staff can afford to exercise.

(d) *Baroda.*

The territory in which the question of associating villagers with the village administration was first taken up is the Native State of Baroda. This State also claims the credit of being one of the few places where the system of local self-government has been built up from below upwards. The correspondence shows, however, that when the village panchayats were first started under the personal influence of the present enlightened Ruler of the State, there was no idea whatever of linking them with the local boards. As a matter of fact when the local boards were started some confusion was caused by the overlapping of duties. The panchayats in Baroda can be given all sorts of powers if the Dewan thinks fit to do so. The civil and criminal powers have, however, been given to only a few panchayats. Some of the duties and powers conferred are interesting, such as granting permission to build or rebuild on old foundations, filling public cattle troughs, acquiring land for widening village roads, supervision over bad characters under police surveillance and repairs of boundary marks. It was at Baroda that I first saw that it was possible to secure the help of village panchayats in several executive details of the village administration. But I regret to have to remark that the sphere of usefulness of these village panchayats in Baroda has, in practice, been curtailed a good deal by shortness of funds. During the three or four years when two-thirds of local cess was given away from taluk boards and distributed to all panchayats in proportion to their receipts, several panchayats were able to undertake a number of useful works, but the grant had to be withdrawn for utilization on more important works of a provincial character, and the income from the two small items of miscellaneous revenue, *viz.*, sale proceeds of the auction sale of Government fruit trees and of the leaves of the Palas tree, which has since been allotted, has been found to be too small to be of much use. The question of giving the power of raising taxes locally has not been taken up and so long as this is not done, many of the duties assigned will continue to be nominal. Panchayats have been started in all villages with a population of 1,000 and above, and in a few groups of smaller villages. At the end of the year 1914-15 there were 2,287 village panchayats in existence in this State.

(e) *Dewas.*

While the system of election followed in Dewas is not as sound as that in Baroda, this little Native State has gone far ahead in the matter of utilizing village panchayats in connection with several

duties of an administrative character. The State is very small, having charge of only 250 villages, but out of these as many as 135 are administered by about 75 panchayats established in all the 4 Parganas of the State. The State is very backward in education, but illiteracy has not been allowed to come in the way. Nearly three-fourths of the total number of panchas are absolutely illiterate, and 14 of the panchayats are managed by members none of whom knows how to read and write. Yet, on the whole, the working here is more systematic than elsewhere, and even the disposal of judicial cases has been considered as fairly satisfactory.

Unit of village administration.

There is some difference of opinion as to what should be the unit for the purpose of starting a panchayat. The Decentralization Commission have given good reasons for their opinion that ordinarily the unit should be the village. The Government of India were first inclined to the view that five or six villages should, as a rule, be grouped under one panchayat composed of the several headmen, in order to neutralize animosities arising from village factions and consequent risk of oppression, especially in the exercise of judicial functions. But having considered the weight of opinion since obtained, which was in favour of the view taken by the Decentralization Commission, the Government of India have altered their attitude and they have in their final Resolution of 1915, laid down that the experiments should be made in selected villages or areas larger than a village where the people in general agree.

The advantages of the proposal to have the village as the unit are obvious. They are—greater accessibility, more convenience in meeting, less delay in disposing of cases and more certainty that witnesses will speak the truth in the presence of judges who happen to know both parties intimately. I noticed the disadvantages of the system of groups in constitution by which more villages than one have often been clubbed together with the object of augmenting the revenue of the union. While commenting on this aspect of the unions the Government of Madras observe:—

“When distinct and scattered villages are thus comprised in a single union, there is a tendency for the more important village of the group to obtain an undue share of attention at the expense of the other villages, with the result that the latter receive no adequate return for the taxes they pay and are naturally dissatisfied. Moreover a group of two or more distinct villages has necessarily an artificial character and usually lacks the solidarity of interest which forms the most natural basis for corporate life.”

Constitution of panchayats.

In the United Provinces Report the number of members on the panchayat has been suggested as not less than 5 or not more than 9. Every one can understand the reason why less than 5 members should

not serve on the panchayat, but I do not see why a maximum should be rigidly fixed at so low a figure as 9, although I agree that ordinarily that number should be sufficient in a village of medium size. It has been said that if we have too large a number there is a danger of the body being cumbrous and it will be difficult for all the members to meet. But I believe that it would not be necessary for all the members of the panch to meet at every sitting. It would ordinarily be quite sufficient to have the quorum which may be fixed at 3 in smaller panchayats and at 5 in larger ones. It has been urged by some that the larger the body, the less will be the responsibility and the sense of corporate action. This is true, but at the same time it should be remembered that the larger the number of panchas, the less will be the chance of corruption or of undue influence brought on the whole body. There are also other arguments in favour of having a larger number on the panchayat committee. A sufficiently large number would allow of all the different castes and communities in a large village to be represented. It should be borne in mind that the panch are being called upon to do honorary work. They are not accustomed to meet regularly at the regular time fixed. They have often to go to the Tahsil or bazar towns. If the number is sufficiently large, there will be no difficulty in getting the quorum easily. If there is a sensational case, it is certain that nearly all will attend.

For these reasons, I would recommend that the maximum should be fixed at 15, full discretion being given to the District officer to fix any uneven number between 5 and 15 according to the circumstances of the village. It would not be out of place to point out here that in their final Resolution No. 1410-L., dated the 2nd October 1915, the Madras Government, who have had considerable experience of village unions, have proposed that the strength of the panchayats may vary from 5 to 16 according to the size and population of the union.

I would also refer here to the system which prevails in Madras according to which a large panel of twenty or more arbitrators is formed for every village. From this panel the parties to each case are allowed the option of selecting their own panchas who would sit and give the benefit of their advice and opinion to the *ex-officio* Sarpanch. My reason for rejecting this system is the failure which has attended it after a long trial in the Madras Presidency. I have questioned a number of village munsiffs and members presiding on the panels whom I met during the course of my tour. The panchas chosen by a party naturally feel that they must stand for that party. When all the necessary effort has been made to secure the best men in the village, there is no reason why it should be left to the parties to have their own advocates on the bench.

It has been urged by a few gentlemen that it is absolutely necessary for the success of the experiment that every member selected should be literate. The experience gained in Dewas, however, shows that it is not necessary to insist on the literary qualification in every case. Many peasants, though they cannot read and write, are still possessed of sufficient common sense born of experience and natural culture and may, I think, be trusted to discharge the functions of the

village panchayat to the satisfaction of the whole village community. What it would be necessary to find out is whether the member selected enjoys a general reputation among the villagers for honesty and fair dealing. The only qualifications necessary for membership should therefore be that a man is honest, that he is a resident of the village, and that he is above 21 years of age. The Sub-Divisional Officer or Deputy Commissioner when he selects names out of those suggested by the village community should, however, see that at least two or three out of the members nominated are sufficiently literate and that no one is nominated who is heavily involved in debt. The United Provinces Committee have proposed twenty-five as the minimum age limit. I am afraid this limit may sometimes be found to be too high. It is true that in the case of persons of little or no education, the higher the age limit the better. But in a village we often come across an heir to the estate of a deceased rich and influential Patel, Saokar, or a larger landholder, who has taken to his deceased father's business after he is declared a major by the court and after he has received education much higher than the education which falls to the lot of an average villager, and whom it is not therefore advisable to keep back for too long a period, because, in spite of his youth, his family and education give him a definite status in the society of his village.

Method of appointment of panchayats.

Both the Decentralization Commission and the United Provinces Committee have agreed that the appointment of the members of the panchayat should not be by outside nomination, but it is necessary to interest the villagers as a whole and that pure nomination would naturally depend upon the recommendations of subordinate officers of Government and that undue interference by officers in subordinate positions should not be permitted. While agreeing that the panchas should be consciously chosen by the villagers themselves both have condemned the modern system of election with lists of qualified voters, canvassing, ballot boxes and formal voting, as unfit for introduction in villages and as likely to create or foment acrimony and party feeling. An informal election presided over by the Sub-Divisional Officer, or an officer specially appointed for the purpose, has therefore been advocated by both, with a view to secure the admission of the right sort of persons into the panchayat body.

Having considered the systems followed in several places, I think the Baroda system is the best, and I recommend its adoption with necessary modifications to suit local conditions. I suggest that a list should be prepared in every village proposed for the experiment of persons qualified to vote. The names of all the persons residing in the village for at least six months, who (1) pay Rs. 10 or more as land revenue or income tax to Government or (2) who derive an income of Rs. 150 or above from any source whatsoever or (3) who possess property, movable and immovable, of the value of Rs. 300 and above, should be brought on the list. On the date fixed, the officer or the non-official deputed by the Sub-Divisional Officer should visit

the village and ask those of the voters who may be present during his stay what their proposals are. Each man should be asked which (any number from 5 to 15 as may be fixed) of the inhabitants in the village he considers best for placing on the panchayat body. All the names proposed should be written down against the name of the voter and the signature or mark of the voter should be obtained. A form should be filled up and the presiding officer should send it to the Sub-Divisional Officer with such remarks as he may like to make. The latter should submit it with definite recommendations to the Deputy Commissioner, who should either pass final orders or, if he thinks the views of the villagers have not been properly obtained, direct the Sub-Divisional Officer or any other subordinate officer or a member of the panchayat board to visit the village and obtain such further information as may be necessary.

Some of the gentlemen with whom I have discussed the subject consider that the above proposal requiring nomination of the District officer is not sufficiently liberal. It is only the executive officers who can realize how difficult it is to obtain the opinion of a village rustic. An officer doing his best to secure the real opinion by putting all sorts of questions is often disappointed when he gets the stereotyped reply *Sarkar Malik hai* which, however noble and representative of old traditions, clearly implies an utter lack of self-opinion. Then again, we can only have a property qualification, for voting and candidature, in a village where there will be no persons with recognized degrees showing the education received. All the same a *Moulvi*, *Mulla*, *Pandit*, *Shastri*, or *Joshi* in a village would sometimes carry much more weight by virtue of his learning and piety than many a hundred-acred landholder, and yet he might, according to the old customs of this country, be living merely on the charity of the village. The question of representation of backward communities and minorities must also receive due consideration. The District officer is alone in a position to find out all the special conditions of a given village; and let us therefore leave the final selection to his discretion.

Agency for organization and control.

Various proposals have been made as to the agency for organizing panchayats and for helping and controlling them in their work. One of the suggestions is that the panchayats may be placed under the district and taluk boards to whom the duties of organization and control may be assigned. This proposal has, however, had a complete trial in Madras Presidency, and we cannot ignore the results that have followed the trial. Panchayats placed under the district and taluk boards are recognized as a failure. The local boards have not allowed panchayats the necessary discretion in spending their own money and have taken upon themselves the discharge of some duties for performing which the village organizations were started. The result has been that these unions have become unpopular, and in several places the born tendency of the villagers in that Presidency to co-operate for the common good of the village has

been greatly checked. In more than one informal panchayat I was told by members who seemed to have done useful work that their institution would cease to exist if their sphere of action was limited by placing them under the local boards. The fact is that the Taluk Boards in the Central Provinces are even more backward than their sister institutions in Madras, so far as the education of the members is concerned, and I consider it would be a fatal mistake to entrust the organization, supervision and control of the new village organizations to local bodies which are not yet quite able to look after themselves.

On the question whether the work in connection with panchayats will add greatly to the burden of the charge of a District officer the opinion is unanimous. In some of the native states, special officers have been already assisting the district authorities, and it is an admitted fact that, in the two progressive Native States of Mysore and Baroda, the District officers are finding it impossible to cope with the additional duties thrown on them by the numerous village organizations which have been started under orders received from the zealous Diwans. As regards British India, the following opinion recorded by Mr. N. Macmichael, I.C.S., Collector of Ganjam in Madras, will, I think, be found to be the view held by most of the District officers throughout the country:—

“It seems to me to be out of the question to expect the Revenue staff to deal with this question in addition to their other work. I am not sure that the extent to which Revenue officers are nowadays overworked is always realised. A great deal of their work is scamped, neglected or ignored simply through lack of time and overwork. To expect that so elaborate and delicate a question as the successful institution and control of village panchayats can be dealt with by the ordinary Revenue staff is, I fear, to take the first step on the road to failure.”

At least so far as the four districts of Berar are concerned the correctness of the above remarks cannot be disputed. The quotation which I give below will show that the state of things is much the same in most of the districts in Northern India. The quotation is rather long, but my excuse for giving it is that it contains a concrete proposal for solving the difficulty under discussion. Mr. C. A. Mumford, I.C.S., of the United Provinces Commission, in his letter criticizing the report of the United Provinces Committee, observes:—

“I think, however, that the committee propose to erect their superstructure on most unsound foundations when they place the responsibility for selection, control and removal in the hands of the District officer under present conditions. The committee admits that one reason for the alleged failure of village munsiffs, sanitary committees, etc., has been lack of control and interest on the part of District officers, and yet they propose to build afresh on this foundation. District officers do not lack interest, but they lack the time and opportunity to give concrete shape to their interest. Moreover, I consider that the provisions of the bill make impossible demands on the district staff and place the District officer in a difficult and invidious position.”

"I consider that the only solution of the difficulty is the appointment of a permanent panchayat board to exercise the functions that the bill vests in the District officer. My idea is that the panchayat board would eventually be non-official, but in the experimental stages I would have the District officer president and sub-divisional officers members *ex-officio*. The other members would be non-official gentlemen nominated by the District officer."

The above proposal, if accepted, would give ample opportunity for public work to those educated and non-official gentlemen of position and influence who are desirous to co-operate with Government in improving the position of the poor people in villages, but I feel bound to express, with much regret, that I have little hope of securing the honorary services of such gentlemen for some time to come. I am conscious that I am contradicting what the Hon'ble Rao Bahadur N. K. Kelkar expressed as his firm conviction in his speech in the local Legislative Council on the resolution regarding village panchayats in November last, *viz.*, that educated Indian gentlemen "would come forward in large numbers to discharge the self-imposed task, as if it were their sacred duty."

I therefore consider it unwise to rely too much on the panchayat board and I feel it is absolutely necessary that at least for a few years to come and during the infant stage of the panchayats, which will be started as soon as the bill is passed, a special officer should be appointed for every division and placed under the Commissioners for administrative purposes. This officer should go round and help all the Deputy Commissioners in the Division in the organization and the working of the panchayats.

Here it is necessary to draw special attention to the recommendations of the Decentralization Commission in paragraph 707 of their Report, *viz.*, "Whatever the institution may be, the functions should be gradually and continuously assigned and should vary with the capacity displayed or to be expected in each individual case." The Government of India have concurred in this view and have in their Resolution of 1915 given it as their suggestion that "the powers and duties of panchayats, whether administrative or judicial, need not and, indeed, should not be identical in every village."

I would propose that panchayats may be divided into two or three classes and definite duties should be assigned for panchayats of each class. The panchayats may be raised in class according to the capacity displayed from time to time. I regret I am not able to make definite suggestions in this respect at this time. The committee which will go round the provinces next cold weather will be able to find out which of the duties and powers suggested by me in this report are really appreciated and valued by the villagers of the Central Provinces and Berar districts. The powers which are valued and which are more difficult to exercise should be reserved until the panchayat gains some experience. For instance, a panchayat of the lowest or 3rd grade may be given civil powers up to Rs. 25 with some powers relating to sanitation and schools. A panchayat of the 2nd

or higher grade may be allowed to dispose of civil suits up to a value of Rs. 50 and may be invested with some criminal powers in addition to the powers enjoyed by 3rd grade panchayats. The panchayat of the highest or 1st grade may be given all the criminal powers recommended for panchayats, the power to hold inquests and direct the disposal of dead bodies and the power to introduce a tax on houses and lands and so on. As stated above detailed and definite proposals in this connection can be submitted only after the proposals in connection with several duties proposed are approved and after the attitude of the villagers towards those duties is ascertained. I think if the powers are judiciously and gradually conferred they would serve as an encouragement from time to time.

Several other suggestions have been offered on the question of the recognition of good work and rewards for the purpose of encouragement from time to time to those deserving members who may display public spirit in an unselfish manner. In Patiala, Colonel Popham Young once used to distribute *Ahillats* during the course of his tour and he subsequently arranged that a medal bearing the effigy of H. H. the Maharaja on one side and a pair of scales and the words *Idalo Insaf* on the reverse should be granted to every member on the completion of three years' approved service. In some places presents of *Pugrees* and *Karas* have been suggested. Another proposal is to give all the members of panchayats the right to possess guns, and an alternative proposal is to give the Sarpanch a Sanad and a license for a gun and all members Sanads and licenses to carry swords. Encouragement for good work is undoubtedly necessary from time to time, but nothing will be gained by a wholesale grant of privileges to all the members alike. The Commissioners in these Provinces have already got funds at their disposal to reward public work by the presentation of *Pugrees* and *Karas* in deserving cases and the District officers can also issue licenses under the Arms Act as a mark of appreciation to deserving persons. The person selected as Sarpanch would, in all probability, already possess a gun license. It is not therefore necessary to lay down any rule that *Pugrees* and *Karas* would be presented to certain Panchas and licenses to hold guns would be given to others. At the same time I think there is no objection to the villagers raising funds voluntarily to present *Pugrees* and *Karas* to a selected panch who may have done specially good work, when the time comes for the latter to retire from office at the end of the term fixed, which I think should be three years.

The Deputy Commissioner should be given unrestricted powers to stop proceedings of every sort pending before a panchayat at any stage of the case or proceeding or to deprive a panchayat of any power duly conferred, or set aside or cancel any order, decree or judgment passed in any judicial, administrative, or miscellaneous case. In all cases where a proceeding is stopped or an order or decree is set aside the jurisdiction which the regular court or officer would have had, if the panchayat had not been started, should be considered as restored and the party dissatisfied with the panchayat's decision may be allowed to have access to the regular court or officer on pro-

duction of a duly certified copy of the Deputy Commissioner's order cancelling the decision of the panchayat.

In case there are unfortunately frequent occasions to set aside the orders passed by a panchayat and the subsequent decisions of the regular courts are against the view originally taken by the panchayat concerned, or if there are other good reasons to believe that the working of a panchayat is altogether unsatisfactory, the Deputy Commissioner should be given the power to disestablish the whole panchayat; with the previous sanction of the Commissioner, to whom all the necessary facts of the case should be reported.

In all cases in which such orders are passed, the Deputy Commissioner should, as a rule, depute one of his assistants to visit the village to make an informal enquiry and obtain the explanation of the panchayat on the spot. Ordinarily, no proposal should be sent to the Commissioner to disestablish a panchayat until a warning has been administered to that body at least once.

There are no District Gazettes in these Provinces, as I believe there are in Madras. The want of these is sometimes keenly felt in communicating orders of a general nature to all villages.

A District Gazette containing all important circulars and orders of a general nature issued by District officers would be of particular use in case village panchayats are started in a district. The civil, criminal and revenue courts will be able to find out without any loss of time what powers have been assigned to or withdrawn from a panchayat by a reference to the Gazette. All orders passed by the Deputy Commissioner granting further powers in recognition of good work or removing members or cancelling orders to prevent gross injustice should be published in the District Gazette. The publication of these orders is likely to create a healthy competition among the several panchayats and possibly to prevent cases of gross injustice for fear that the disgrace which will follow will be known throughout the district.

Judicial and executive functions and disposal of existing village organizations.

The Government of India have laid it down that in areas where it is considered desirable to confer judicial as well as administrative functions upon panchayats the same body should exercise both functions. One of the arguments raised against the introduction of the system of panchayats is that the combination of judicial and executive functions in the village—the basis of the whole administration—would be a retrograde measure. It must be admitted that the civil and criminal powers, although judicial in character, are meant to be exercised in an executive way, and these will have to be given to panchayats at least in order to give their body some prestige in the eyes of the villagers if not for other reasons which are well known.

Disposal of civil suits.

The power of disposing of civil suits of small value and of a simple character has been given to panchayats wherever they have been

started, and I recommend that this power be given to all the panchayats proposed to be started in these Provinces. Sanitary and other executive duties are unpopular, but they are necessary and, if powers to dispose of civil and criminal cases which are considered as privileges, are associated with disagreeable duties, there is greater chance of the latter being taken up more cheerfully. Judicial powers would, as pointed out above, give some prestige to the panchayats. I have heard it said in more than one province that the attitude of petty Government servants, such as chaprasees and process-servers undergoes a change towards the villagers generally if a panchayat with judicial powers is established in a village.

The following civil suits may be made cognizable by panchayats, viz, claims—

- (1) for money due on contract,
- (2) for movable property or for the value of such property,
- (3) for compensation or wrongfully taking or injuring such property,

where the debt or demand or compensation does not exceed Rs. 50 in value, but no civil suit may be allowed to be brought in any panchayat:—

- (1) on balance of partnership account unless the balance shall have been already struck by the parties or their agents ;
- (2) for share or part of a share under an intestacy or for a legacy under a will ;
- (3) by or against Government or public officers in their official capacity ;
- (4) by or against minors or persons of unsound mind ;
- (5) on account of any dispute or matter in which any suit or application may be brought or made in the revenue courts.

The suit should be triable in the village where the defendant resides or works for gain.

I agree with the opinion recorded by the United Provinces Committee that it is no use allowing extended jurisdiction depending on the consent of parties, because the experience in Madras, Mysore and other places shows that jurisdiction, when completely optional, is practically inoperative. A civil suit will, as stated above, be triable at the place where the defendant resides or works for gain and a criminal case will be taken up by the panchayats of the village or circle within the limits of which the offence is reported to have taken place. It is possible that some persons of high social status may consider it undignified to appear before panchayats. I would exclude all public servants whether working in the district or otherwise from the jurisdiction of panchayats. It is not desirable to maintain long lists of exempted persons.

Power to deal with criminal cases.

It is after a good deal of hesitation that I have decided to recommend criminal powers to panchayats because of the stigma which

permanently attaches to an individual after conviction in a criminal case, however light the punishment inflicted may be. But, on the other hand, a number of offences of petty assaults, field thefts and mischief occur without any redress whatsoever. If they are taken to regular courts the game is not worth the candle. Moreover, the effect is demoralizing.

Under these circumstances, wherever panchayats have been started, they may be allowed to take up these petty cases of thefts and assaults. To consider the cases of petty thefts as practically non-cognizable and compoundable and to allow the village elders to deal with them is, perhaps, a better way of dealing with petty crime than treating them like all other cognizable cases and allowing the subordinate police discretion to refuse investigation which may or may not be exercised properly.

I consider there will be no harm in allowing cases of petty thefts taken before panchayats to be compounded. I quote below the reasons as given in paragraph 8) of the United Provinces Report which appear to me to be sound :—

“ Thus cases requiring serious investigation will remain under the police, while petty wrongs, which call for little more than redress as between named parties, will be disposed of by panchayats. It is true that such wrongs may be technically thefts and therefore ought not, theoretically, to be compounded. But, in practice, they amount to hardly more than civil torts, involve little moral heinousness, and neither need nor receive the serious attention of the State. We, therefore, see no harm in making them compoundable by trial in panchayat.”

The only punishment which I would authorize a panchayat to award is a fine not exceeding Rs. 10. This penalty would of course be much lighter than the penalty provided by law, but in practice petty fines are found to meet the requirements of most of the cases which panchayats will be authorized to take up. A panchayat will be expected to refer for the orders of the Sub-Divisional Magistrate all cases in which a sentence of imprisonment, or a fine exceeding Rs. 10, or any other punishment which they are not empowered to pass, is called for. The Deputy Commissioner, on the recommendation of the Sub-Divisional Magistrate or of the District Superintendent of Police or otherwise, will also be authorized to take away any case, civil, criminal, revenue or miscellaneous, from the hands of a panchayat. I feel disposed to recommend that panchayats may also be authorized to give warnings to juveniles under the age of 15, under the provisions of Section 31 (1) (a) of the Reformatory Schools Act.

Other duties to be entrusted to panchayats—(a) Sanitary.

Looking after the sanitation of the area entrusted to their charge will of course be one of the most important executive functions of every panchayat. These duties are too well known to require special mention here,

(b) Educational.

The powers recommended by the United Provinces Committee in paragraph 48 of their Report have already been conferred on our school committees, and the work done by committees appointed for our primary schools compares very favourably with the work entrusted to similar committees in the provinces and native states I have visited. The members are at present selected by Taluk Boards, but the mode of selection is not always satisfactory.

(c) Forests.

Some of the duties performed and powers exercised by forest panchayats in Madras may safely be entrusted to the village panchayats proposed to be started.

(d) Revenue.

It is the custom in Berar to hold annual sales of the produce of Government fruit trees such as mango and mohwa. The income from this source is fluctuating. Revenue Inspectors are deputed, and the income from individual villages is so small that they do not consider it worth while to hold sales in every village. Nominal auction sales are held in a central village and the income is far less than a Khatedar would secure if the trees were his own property. I would recommend that, in villages where panchayats are established they should be entrusted with the duty of holding the sales and should be allowed to take one-fourth of the sale-proceeds.

The sale of the dead trees scattered all over the taluq give still greater trouble to the Tahsil staff and the income derived is far too small for the trouble involved. These sales are held throughout the year. Sometimes the Patels are allowed to hold the auctions subject to confirmation by the Tahsildar and the wood is very often stolen or removed before the Tahsildar's order confirming the sale is obtained. I would suggest that the control of Government trees standing in private lands, unoccupied Government fields and on sides of fair weather roads not maintained either by the Public Works Department or District Board may be handed over to panchayats, if they are considered capable of discharging the duty. In this case also one-fourth of the sale-proceeds may be allowed to the panchayats.

In Baroda, powers have been given to village panchayats to get boundary-marks of fields including strips between fields (called Dhuras in Berar) repaired by inflicting small fines. The present arrangements in connection with the repairs of boundary marks in Berar are admittedly unsatisfactory.

One of the chief objects of maintaining these marks in order is to prevent disputes among cultivators, and there appears no objection to the elders in the village being invested with the power to inflict a small fine on the defaulter and to credit the amount to the village fund after getting the needful done. It is difficult for revenue courts to trace responsibility in cases of deliberate mischief to boundary marks,

but the villagers know well enough who the culprit is, and a panchayat ought to be able to pass a just order. The amount of fine to be inflicted in each case should not exceed eight annas.

(e) *Miscellaneous.*

The determination of the number and location of liquor shops in villages has been suggested by a member of the United Provinces Legislative Council as one of the duties which may be assigned to the panchayats. In the first place, even higher and more advanced public bodies, such as municipal committees in large towns, have not been given this power although the Excise officers are required by orders to consult the municipal committees in this matter. The subject is a difficult one to deal with, the interests of the liquor contractor usually clashing with those of the people. If the contractor is a wealthy man possessing influence, he might be elected as one of the members of the panchayat, and it would be difficult for the panchas to give a decision against his interests. For this and other reasons I do not think that this duty should be thrown on the panchayats. There would, however, be no objection to the District Excise Officer being required to hear the views of the panchayat before the number of shops in a panchayat village is altered or before the site is finally approved at the commencement of the new year.

In Baroda, one of the duties assigned for panchayats is the supervision over religious institutions including temples and mosques for which inam grants have been sanctioned. Inam fields have been assigned for service in a large number of temples and mosques in Berar. They are, however, shown in the name of one Wahiwatdar who is really only a representative of the community having interest in the institution. Latterly, the policy has been to appoint committees to see that service is performed according to the conditions in the inam certificates. This policy may be given formal recognition. These committees would, in Madras, be called temple panchayats, when they are looking after service in temples. These should ordinarily continue to be functional panchayats, but whenever the people of the religion concerned have, as a body, no objection to the village panchayat taking charge of the institution, there is no harm in this being done, provided that a committee consisting of at least three members of the community interested who may be in the panchayat, is appointed to see that the whole of the income realized is spent for the benefit of the institution concerned.

The duties in connection with arboriculture and the control of mango topes on Government lands and camping grounds may also be handed over to panchayats in selected places.

The control and management of small ferries may also be transferred to selected panchayats. The ferry contractors occasionally give immense trouble to local agriculturists, and it would not be a bad idea to keep them under the control of panchayats who may be allowed to take a share of the income as their remuneration.

Officers in charge of different branches of the administration may

utilize the panchayats in any enquiries where the sense or the help of the village community generally is required to be obtained. For instance, the Revenue officers may ask them to give an estimate of the correct requirements of an applicant who asks for a large taccavi loan or of the income of an individual or a firm for purposes of income tax assessment, and magistrates may ask them to hold an investigation under Section 202, Criminal Procedure Code, in an important case or refer an application under Section 488, Criminal Procedure Code, for enquiry and report. It may be laid down in a general way in the bill, which will, I understand, be shortly drafted, that every panchayat shall give all assistance that lies in its power in any matter affecting the general administration, and in so doing it shall be bound by any rules which may from time to time be framed by the local Government or by other officers duly empowered by the local Government.

Procedure to be followed by panchayats—(a) Procedure.

There is some difference in the practice as to the manner of receiving complaints and securing the presence of defendants and accused in the panchayats, which obtain in different places. In Dewas and Dhar, a plaint in a civil suit or a complaint in a criminal case may be presented either in writing or orally. In Faridkot no written petitions are allowed. In Mysore and Baroda the procedure is much more elaborate, and the village courts have practically to follow all the general rules in the Civil Procedure Code. I do not see any serious objection to the Sarpanch or other members of the panchayat present accepting written petitions if presented. Whether a written plaint or complaint is brought or otherwise, the Sarpanch should be required to write down the purport of the allegations (of the plaintiff or the complainant as the case may be) in the appropriate columns of the prescribed register, and the written petitions should be filed.

(b) Limitation.

Village panchayats will be tribunals of equity, and it is doubtful whether they should be required to follow rigidly any rules of limitation. It may be, however, laid down that, as a general rule, no suit of a civil nature should be admitted more than three years after the cause of action arises, and no cognizance should be taken by a criminal court of an offence about which no complaint has been made for more than one month after its alleged occurrence.

(c) Execution.

The question of execution is somewhat difficult to settle. In places such as Dewas and Dhar, where there are regular panchayat officers appointed for hearing applications for revision, the duty has been delegated to them. In Cochin in Southern India, panchayats have been given the power to attach and put to auction movable property. Even if the proposal made by me to appoint a special officer

for panchayats is sanctioned, I would not give any executive duties to him, as I consider it very important that the control as well as the responsibility of the District officer should not be shared by any one outside his regular staff. As the panchas will not be public servants, it will not be advisable to give to them any power to attach property. The only alternative left is to adopt the proposals made by the United Provinces Committee, *viz.*, in case a civil decree should remain unsatisfied for a month or a fine be not paid within ten days, the panchayat may be allowed to move the Deputy Commissioner to recover the money as an arrear of land revenue. The fines, when recovered, will be credited to the panchayat fund, and if any compensation has been ordered it will be paid out of the same account. The amount of civil decrees transferred to the Deputy Commissioner will be paid by him to the decree holder and need not pass through the panchayat fund. The principle of entrusting the duty of executing the decrees of civil courts to the Collector has already been recognized in law and since the panchayats have been subordinated to the District officer in every way, there appears to be no objection to his being asked to execute these decrees also.

(d) *Fees.*

A few people are of the opinion that no fees should be levied for cases disposed of in panchayat courts, but this view has not been accepted in any of the provinces or native states where the panchayat system has been started, and I think rightly. It is the practical experience of every one that anything which can be had free is not quite appreciated by the public. The aim of the panchayat system is and should be to make justice cheap and within the means of the people, but not free. In Dhar, a fee of four annas is charged for all suits up to the value of Rs. 10 and eight annas for higher suits up to the value of Rs. 25. The United Provinces Committee have recommended the adoption of these very rates for suits up to Rs. 25, and have suggested a fee of twelve annas for all higher suits up to the value of Rs. 50, which will be heard by those panchayats which will be allowed to exercise the double powers specially recommended. In Dewas, where the panchayat system has been treated in a more practical manner than any where else, a fee of Re. 1 is levied for suits up to the value of Rs. 10 and a fee of Rs. 2 for all higher suits. When it is considered that the parties save all the expense of the journey to headquarters and back, feeding expenses at headquarters, witness bhatta, pleader's and petition writer's fees, additional fees for process, etc., it will be realized that even with the fee charged in Dewas justice has become a good deal cheaper. Then, the danger of making suits too cheap is obvious. Colonel Popham Young in his note on panchayats started in Patiala State observes: "I found that the real grievance lay in the fact that money-lenders finding the panchayat's procedure so cheap and effective, began suing for the settlement of small debts which they would otherwise have allowed to run on for an indefinite period." I would, under the circumstances and in the interest of simplicity,

recommend the levy of a fee of Re. 1 for all suits up to the value of Rs. 15 and Rs. 2 up to the value of Rs. 30 and Rs. 2-8-0 for all higher suits if higher jurisdiction is allowed. Of course no other fees will be charged for processes which will be served by village agency or for anything else except in cases where execution is sought through regular Government agency. It is only right that the village community should receive a little income in return for the unpaid and honorary work of the elders selected, and I would suggest that all the income from fees (excepting the fee for execution through Government agency) should be credited to the panchayat fund which will be placed under the panchayat for management. Similarly for all criminal cases (including theft) a fee of eight annas might be levied, the fees recovered in the criminal side being also credited to the panchayat fund. The process issued by panchayats in both civil and criminal cases should be executed by the village servants.

(e) *Exclusive jurisdiction and power of transfer.*

The tendency of litigants to rush to the highest court accessible is well known and I am firmly of the opinion that, if a fair opportunity is to be given to a panchayat to do some real work, its jurisdiction will have to be made exclusive.

In Cochin (Southern India) and some other places the power of transfer of a case from the file of the panchayat has been given to the District Judge. For the very reasons given above, I would not recommend the power of transfer being given to the District Judge or any other court. The option of removing a case to an impartial tribunal will not be necessary if all my proposals for providing safeguards are approved. I have proposed (1) that at the very first stage of the case the parties may be given permission to object to any two of the panchas, (2) that the Deputy Commissioner be given the power to stop any proceedings at any time during the pendency of a suit or case, and (3) that the Deputy Commissioner be authorized to set aside any decision or order after the final order is passed. It has also been proposed that the jurisdiction of the regular courts should be restored as soon as the Deputy Commissioner stops any proceeding or cancels any decision, order or decree. It is not thus necessary to allow any other court power of interference. It may be left to the party concerned to move the regular court after the Deputy Commissioner stops proceedings or cancels the decision of the panchayat concerned. If the civil courts are allowed to interfere before the Deputy Commissioner exercises his discretion to set aside an order on the sole ground of grave injustice, caused by corruption, partiality, undue favour, or any other similar cause, all the technicalities of the law will certainly be introduced, and the advantages anticipated from the summary jurisdiction of a village court of equity will be negatived. Besides the experience gained in some of the provinces goes to show that control exercised by more than one authority is likely to lead to disaster.

Panchayat Fund.

In the United Provinces Legislative Council it was proposed by some members that a fixed grant should be annually sanctioned from the District Fund for every panchayat village to meet all possible requirements, and the proposal has the support of the opinion of the Decentralization Commission, *vide* paragraph 719 (1) of their Report. In the first place, the fact that the funds at the disposal of the District Boards are limited and that panchayat villages will for a long time remain only a small portion of their area, will have to be given due consideration before such a proposal is accepted. The Collector of North Arcot (Madras), while considering a similar proposal, has remarked that "if local boards are required to make fixed annual grants to panchayats, the provision and upkeep of main lines of communication, dispensaries and the like would soon come to a standstill." As a matter of fact a full trial was given to this proposal by the Baroda Durbar. It was discovered in the year 1909 that panchayats were not able to take up useful works for want of funds and a general order was given that annual fixed subventions should be made to panchayats from the local cess grant allotted to Taluk Boards. During my halts at Baroda, I made particular enquiries to find out how the proposal had worked out, but was told that the orders had to be cancelled because it was found that, while some funds were lying idle in panchayat offices, several good, sound and substantial urgent works of a general character, which would have been taken up under the old system, had to be indefinitely put off. I must take it very clear here that I am not at all against giving grants to panchayats. On the contrary, I would urge that every pie which can be spared should be given for sanitary improvements. All that I mean is that grants should not be assigned by a general order. But a well defined scheme should be drawn up by which it would be possible automatically to supplement deficiencies in the amount raised locally. In Mysore a system of the kind contemplated has been introduced, but I do not think it is being worked properly because the village committees have been started in great haste and their number is too large for District officers to exercise the necessary sympathetic control. What I would recommend for adoption is the principle of the system and not the manner of its introduction. When the villages have to raise a portion of the amount required themselves, they understand and appreciate the value of the grant received and take greater interest in utilizing the amount made available for them.

PRISONS.

Administration of Jails.

GOVERNMENT RESOLUTION ON THE ANNUAL REPORT FOR 1917.

[Bengal.]

General.

Judged by the number of admissions to hospital, the year was not a specially healthy one, but the number of deaths fell from 349 in 1916 to 253, and the ratio per mille from 22·4 to 15·8. This is by far the best record yet attained in Bengal, the lowest previous ratio being 20 in 1913. When Colonel Buchanan joined the Bengal Jail Department in 1892, the death-rate was 43 per mille, and he may well be congratulated on the improvement which has taken place, largely owing to his labours, during the last quarter of a century. Though dysentery is still the chief cause of mortality in the Bengal jails, there has been a marked decrease in the death-rate, pointing clearly to improvement in hospital management, since the issue in this disease depends largely on early recognition and proper treatment. The construction of new hospitals at Rangpur, Dinajpur and Jalpaiguri has resulted in a great improvement in the health of the prisoners at those jails which were formerly very unhealthy. The death rates in all the Central Jails, except Midnapore, were well below the provincial average, and Midnapore's ratio of 26, though still regrettably high, is much below the previous year's record of 42 deaths per mille.

There seems to be no doubt that the improvement in the health of the jails is due, at least in some measure to the increasing use of the wheat scale dietary. The use of wheat at one daily meal in lieu of rice has widely extended, and considerably more than half the prisoners have voluntarily adopted this diet. Statistics show that the incidence of bowel complaints is distinctly less among them than among those on the ordinary rice diet, to which most of the Bengali prisoners are accustomed in their own homes.

A special tuberculosis ward in charge of a trained sub-assistant surgeon has been opened in the garden of the Suri Jail for the accommodation of prisoners from the Western Bengal districts suffering from this disease, and a similar ward is being constructed at the Comilla Jail for the reception of cases from Eastern Bengal.

Juvenile jails.

A substantial advance has been made in the development of the Juvenile jail as an institution for the reformation of youthful criminals. A regular school has been started with a staff of three teachers and a drill instructor, while the appointment of a deputy jailor has

relieved the jailor of most of his purely jail duties and has enabled him to devote more time to the educational and reformatory side of the institution. A tailoring industry has been introduced under a tailor master for the benefit of Muhammadan boys, and it is reported that they already show considerable aptitude in learning this work. Although no formal after-care association has yet been formed to provide work for juvenile prisoners on release, offers of assistance in this direction have been received from some philanthropic gentlemen.

Jail industries.

The manufacture of quinine tablets is the most important industry at this jail. During the year 1,394,922 treatment tubes, each containing 20 tablets of four grains of pure quinine, were sold, besides about 8½ lakhs of five-grain tablets. Minor industries were also profitable, in spite of the increased time given to general education and moral and physical training.

Classification of convicts.

The attention of Government was called during the year to the variations in the proportion of convicts classified as habitual offenders in different jails throughout the Presidency. The matter is not merely one of statistics, but affects various aspects of jail administration, the main object being to prevent the demoralization of reclaimable offenders by association in jail with confirmed criminals. The responsibility for classifying convicts rests with the courts, and the Governor in Council attaches great importance to the performance of their duties in this respect. The attention of magistrates has been called to the instructions issued on the subject by the Government of India, and it is hoped that the classification will in future be carried out with greater care and discrimination.

Administration of Jails.

GOVERNMENT REVIEW ON THE ANNUAL ADMINISTRATION REPORT FOR 1917.

(Punjab)

General.

The year was remarkable for a general diminution of crime, the causes of which will be discussed in the reviews of the reports on the administration of the police and of criminal justice. The effect of this diminution on the jail population was that admissions were 4,000 less than in 1916. Over 2,000 prisoners were sent as drafts to the jail corps employed in Mesopotamia and in consequence the average daily population fell from over 17,000 in 1916 to 14,454 in 1917. The latter total is slightly less than the number of prisoners for whom accommodation is theoretically available, but it can hardly be expected

that the figures will always remain at their present low level, and the provision of a fifth central jail, to which allusion was made in last year's review, will eventually be necessary. In present conditions, however, its construction would obviously be false economy.

The most interesting passages in the report are those dealing with the assistance given by the department in the prosecution of the war. The two labour corps raised from the jails of the province for service in Mesopotamia in 1916 have been kept up to strength by drafts amounting to 2,111 men, and the total number of prisoners despatched overseas must by now be well in excess of 5,000, or over one-third of the total average jail population. The department has thus not only fulfilled its undertaking to provide and maintain two complete corps but has even been able to supply deficiencies in a corps from another province.

Juvenile offenders.

Of the 17,222 prisoners admitted to jail only 42 were under the age of 16 and it is evident that magistrates are now more careful than formerly in sentencing juvenile offenders. Substantial progress has been made during the year in the development of Borstal methods. The institution of the Dhariwal camp jail and the scheme under which boys are sent out to work under private employers in Lahore, have both met with striking success: the behaviour of the boys has been uniformly good, and they have been able to earn money which should be of the greatest use in giving them a fair start on release. The main obstacle to the further development of the Borstal system is the reluctance of the magistracy to impose sentences sufficiently long to give a chance of complete reclamation. A bill framed on the lines of the English Borstal Act and prescribing a minimum sentence of two years' imprisonment has been widely circulated for opinion and is now under the consideration of Government. It is hoped to introduce it in the Legislative Council next winter. Meanwhile substantial increases in the pay and strength of the teaching staff at the Borstal jail have been sanctioned, elementary veterinary instruction is being arranged for by the kindness of Colonel Farmer and steps are being taken to acquire additional land and to provide a practical training in agriculture. It is clear that much has been done in recent years to improve the lot of the youthful offender and to prevent him from relapsing into a professional criminal.

The success attained opens the question whether in jails other than the Borstal jail more attention might not be given to the reformatory aspect of imprisonment. It would appear *prima facie* possible to extend to all well-behaved prisoners the practice of crediting them with part of the wages representing the value of their work. This system would give men an incentive to industry besides providing them with funds on release to keep them out of mischief until regular employment can be found. From an interesting note on prison reform in the Philippine Islands by Commissioner and Mrs. Booth Tucker it appears that this system is in force there and its adoption

in the Punjab should not present insuperable difficulties. Good behaviour might also be rewarded by transfer to a milder form of incarceration for the latter part of a convict's sentence. The penal farms of the Philippines can have no exact parallel in India but the difficulty under existing rules of sending transportation prisoners to the Andamans suggests the possibility of setting apart a jail in India for a form of treatment less severe than the ordinary rules of rigorous imprisonment allow.

Considering the large number of dangerous and desperate prisoners in jail, the absence of many experienced Superintendents and the shortage in the subordinate staff, discipline was well maintained. There were only 9 escapes during the year, as against 18 in 1916, and in every case except one the escapes occurred from outside gangs, while all but two were recaptured. The organized outbreak at Mantgomery where 15 desperate prisoners made a determined attempt to escape in the middle of the day, was a particularly bad one, and the situation was only saved by the excellent behaviour of the convict officials. That case and others which have since come to the notice of Government indicate the dangers that arise when bodies of desperate men are confined in the same jail, especially when they are in a position to influence or corrupt their warders. Those dangers have so far been overcome by the vigilance of an efficient staff and close supervision and adherence to the rules. The Lieutenant-Governor recognises the necessity of maintaining an adequate and efficient staff and in consequence of the increasing difficulty in keeping the warder establishment up to strength owing to high prices and the superior attractions of military service he has recently sanctioned a substantial enhancement in the rates of pay of all classes of warders, in addition to a city allowance for those stationed at Lahore.

PUBLIC SERVICE EXAMINATIONS.

Criminal Judicial Test.

GOVERNMENT ORDER INSTITUTING A SINGLE TEST.

[Madras.]

The Government have decided to replace the existing Criminal Judicial Test, higher and lower grades, by a single test to be called the Criminal Judicial Test, the subjects for which will be the same as those for the existing Criminal Judicial Test, higher grade. The question papers will be answered throughout with the aid of books and in the case of the Indian Penal Code and the Criminal Procedure Code there will, as at present, be two sets of papers—one on general principles and another on their detailed application. The Government desire that the examination should be a practical test of an officer's acquaintance with and understanding of the codes and text-books prescribed and the question papers should be so framed as to secure this object.

All officers who are now liable to pass the Criminal Judicial Test, higher or lower grade, should qualify in future by the new Criminal Judicial Test.

Precis-writing Test.

ITS ABOLITION.

[Madras.]

The suitability of the special tests prescribed for the various appointments in the public service has been recently under examination by the Government, and the question was considered whether a pass in the Precis-writing test is in any way an essential qualification for any of the appointments.

In G. Os. No. 1492, Home (Education), dated the 26th November 1917, and No. 1093, Revenue, dated the 19th March 1918, the Government directed that the Precis-writing test would cease to be a qualifying test for ministerial appointments in the Police Department and in respect of Deputy Collectors and uncovenanted assistants of the Board of Revenue. On further consideration the Government are of opinion that the test is also unnecessary in the case of the other appointments in the public service for which it has been prescribed. The Precis-writing test will accordingly be expunged altogether from the schedule of special tests.

RURAL SANITATION.

Government of India Circular.

The following circular has been addressed by the Officiating Secretary to the Government of India, Education Department, dated Simla, the 14th June 1918, to the local Governments and Administrations:—

I am directed to forward a copy of a recommendation* made by an informal Conference of Sanitary Commissioners which was held in Delhi in January last urging that a commencement should be made in the organization of public health administration in the rural areas in India and providing an outline of the duties of the proposed staff and its probable cost. I am also to forward a copy of a memorandum¹ on the same subject by the Sanitary Commissioner with the Government of India and in doing so I am to explain that, while the Government of India consider that the point of view put forward in this memorandum is worthy of serious consideration, they desire that it may be treated as representing the personal opinions of the Sanitary Commissioners and not an expression of the views of the Government of India.

2. As local Governments are aware, the question of the administration of public health in rural areas has been on several occasions before the Government of India and previous expressions of opinion by them on the subject will be found in the documents mentioned below:—

(1) Resolution No. 9, dated the 7th July, 1876 (paragraph 3). (2) Resolution No. 3, dated the 27th July, 1888 (paragraph 4 and Appendix II) (3) Resolution No. 671, dated the 26th March, 1898 (paragraph 7). (4) Circular No. 1995, dated the 4th December, 1907 (paragraph 12). (5) Resolution No. 888—908, dated the 23rd May, 1914 (paragraphs 45 and 46).

It will be seen from the documents referred to that the Government of India have always recognised the special difficulties connected with rural public health, which are due to the intimate connection of sanitary measures with the domestic habits of the villagers; the ignorance and prejudices of the people, the want of funds for the organisation of public health and the competing claims of education and medical relief on local resources, the danger attending the introduction of a low paid inspecting agency and the opposition to measures of public health which any undue oppression or harassment must necessarily arouse. For these reasons the Government of India have always inculcated caution and patience in dealing with the question of rural sanitation and have recommended the restriction of such action as might be taken to a few simple measures. With the intro-

* Omitted here.

duction of the agency of local bodies in rural areas and of sanitary boards in the various provinces something more was expected, but in practice the improvements in sanitary organisation have, in the main, been confined hitherto to municipal areas and the additional sanitary staff introduced in accordance with the policy initiated in 1907 has been almost exclusively a municipal staff. In the latest pronouncement, however, which was made in the Resolution No. 888—908, dated the 23rd of May, 1914, the Government of India, while insisting on the importance of the co-operation of the people in rural areas, suggested that the most urgent and hopeful measure for promoting rural sanitation was the appointment of well-qualified and whole-time district health officers to control and organise all sanitary arrangements and experiments in the district. In some few districts in India measures of this kind have been taken: but, speaking generally, there is no special organisation for rural sanitation in this country, and the object of the recommendation now made by the Conference of Sanitary Commissioners is to effect a commencement in the constitution of a public health staff to deal with the rural population.

3. The Government of India are still alive to the difficulties which have hitherto deterred them from advocating an active policy of sanitary development in rural tracts: but they feel that the difficulties should no longer be regarded as debarring local Governments from introducing, where possible, the beginnings of a system of sanitary organisation in rural areas. The educated classes in India now evince a growing desire for measures conducive to the improvement of public health. The experience of western countries and the results attained in special areas, such as jails and cantonments in this country have demonstrated the power of science and organisation to prevent and mitigate the prevalence of disease. The large strides recently made in England and elsewhere in the application of the principles of public health have emphasised the backwardness of conditions in India and recent events have brought into prominence the vital influence of healthy habits and surroundings on the national efficiency of a people. In some of the provinces of India a large number of villagers have served with troops in the field or in cantonments and have been made personally acquainted with the requirements of strict sanitation. With the contemplated development of the non-official element in rural boards and the possible introduction in several provinces of a local "panchayat" system, the people themselves will now be more closely connected with the administration of measures of public health and the Government of India are of opinion that the time has come when local Governments and local bodies might well consider the advisability of a further advance towards improving the conditions of public health among the rural population.

4. In making their recommendations, the Conference of Sanitary Commissioners have outlined an ideal organisation, but have, at the same time, explained that their suggestions need modifications to suit local conditions, and that some years must elapse before the scheme which they recommend can be in full working order. Briefly speaking, the objects which they contemplate would be met by the

appointment of health officers in all important districts, the health officers being given an adequate pay and status on the lines of those enjoyed by Deputy Sanitary Commissioners, being provided with as strong a staff as circumstances will allow and being entrusted with duties of the character indicated in the recommendations of the Conference. The increased cost of the health officers and their staff would be met from local and provincial funds in such a manner as local Governments may find most suitable. The Government of India, while expressing a general concurrence in the ideal put forward by the Conference, are content to leave the recommendations made by the Sanitary Commissioners in the hands of local Governments for such action as is considered feasible in view of local conditions and the funds available for the purpose. They would merely suggest that it might be well to introduce a scheme of the kind contemplated by the appointment of a health officer and a strong staff in one or two districts at the commencement rather than to attempt to spread a uniform system over all the districts of a province. They recognise that the financial circumstances set up by the war and the need for economy which has been impressed upon local Governments will militate against any material increase of expenditure on sanitation while the war lasts; but they are impressed with the desirability of initiating some system of public health administration which will be capable of further development as time and funds permit, and they would invite the earnest attention of local Governments to the consideration of the suggestions which are now being placed before them with that object and to the preparation of schemes which could be adopted as soon as normal financial conditions return.

*PART IV—Miscellaneous.***REPRESENTATIVE ASSEMBLY.***Second Session—22nd April 1918.***Address by the Dewan of Mysore.**

GENTLEMEN—In obedience to the commands of His Highness the Maharaja, we meet here, as we did last year, to discuss the business of the country in a supplementary session. The work of the session will comprise consideration of the State budget already circulated, discussion of members' subjects, one by one, including those brought over from the last session, and debates on questions reported on by the special committees of this Assembly and other subjects of similar importance.

Before we proceed further, I know you will expect me to convey, on your behalf, our respectful felicitations to His Highness the Yuvaraja on the title recently conferred upon him by the Imperial Government. We rejoice to think that His Highness' zealous public work and high personal qualities have come to be widely known and appreciated.

THE WAR.

The war continues to be the one absorbing topic of the hour.

Our two small contingents at the front are reported to be doing well. The conduct of this little force, as well as of the individual members thereof, has earned high and repeated commendation.

We have all read the stirring messages which have passed within the past few days between the Prime Minister of England and His Excellency the Viceroy, and we ought to realise, more than ever, that we are passing through critical and anxious times. It is our bounden duty at such a crisis to put forth our best endeavours to help the cause of the Empire. There is one direction particularly in which a special effort is needed, namely, in supplying men required at the front, both for the British army and our own.

His Highness' Government have spent liberally in granting rewards and bonuses, and they are prepared to give any further inducements that may be necessary, to stimulate recruitment on a large scale. They expect that the leaders of the people will, on their part, realise their responsibility and give energetic assistance in a matter of this national importance.

Following the lead of British India, several special measures are being adopted on account of the situation created by the war.

Among the difficulties and inconveniences experienced may be mentioned the high prices prevailing in the country and the consequent distress among the poorer artizan and landless classes. The opportunities and capacity of these classes to earn wages have not risen in the same degree. Power has been taken to regulate the prices of articles of general consumption to protect the public, if necessary, against the profiteering tendencies of merchants.

Trade has suffered by difficulties of railway transport and industries are hampered through lack of shipping facilities for importing the requisite machinery. The coffee planters are experiencing difficulties in marketing their produce.

Measures have been taken to bring the tanning industry under State control.

An officer has been placed on special duty to develop the manufacture of blankets required by the Munitions Board.

THE STATE BUDGET.

The State budget has already been circulated to you by the Financial Secretary to Government. It is prepared on the same lines as the budget for the current official year, being based on the recommendation of the Special Financial Officer, Mr. Datta.

Government have had the budget examined by a special committee of officers and non-official members of the Representative Assembly and the Legislative Council and their views are on record.

The two outstanding features of the budget are the capital expenditure on productive public works and substantial increase of expenditure on material and moral development, particularly under the head, education.

From the memorandum explaining the details of the estimates, copies of which have already been furnished to the members, it will be observed that in the revised estimates of the current year there has been an improvement over the budget of Rs. 4,86,000 in total revenue, and that in the expenditure charged to revenue there has been an increase to the extent of Rs. 4,41,000.

You will, however, notice that in the total expenditure on revenue account, is included a sum of Rs. 14,64,000 transferred as unspent allotments to the credit of departments. This amount does not represent actual expenditure or outgoings from the treasury but indicates that the departments have not been able to work out the grants allotted to them to this extent and that the amounts not spent will be available for expenditure in succeeding years when schemes for development and expansion are matured.

It is one of the essential features of the financial settlement, as I explained in my opening remarks at the April session of last year, that rush of expenditure towards the end of the year on schemes not fully developed is avoided by the new procedure of crediting unspent grants to the accounts of the departments concerned.

For the ensuing year, we have budgetted for a revenue of Rs. 2,97,77,000 and for an expenditure of Rs. 2,97,41,000.

From the general statement of receipts and expenditure, you will find that provision has been made under the several service heads for a total expenditure of Rs. 3,23,10,000. This programme of revenue expenditure, appreciably in excess of revenue receipts of the year, has been possible because, under the terms of the financial settlement above referred to, the departments have been able to provide for various schemes of material and moral development and economic improvement, out of the balances at the credit of departments to the extent of Rs. 25,71,000.

I will now make a few observations about the capital expenditure programme. In the budget of the current year we estimated for a programme of Rs. 80.92 lakhs. Owing mainly to the delay in starting the new iron industry, the actual expenditure will fall short of the budget by about Rs. 20 lakhs. In the next year's budget we have included allotments for the iron scheme, and for the railway programme, and also the necessary grants for the prosecution of the Krishnarajasagara and allied works. In the Cauvery Power Scheme budget, a provision of Rs. 2 lakhs has been made for the sixth installation in view of the very large demands for additional electric power.

Some of the capital expenditure budgetted for 1918-19 really represents the amount which, but for the difficulties brought on by the war, should have been spent in the current official year. There is demand for many other new works which Government are unable to undertake on account of the stringency of the financial situation.

ACTIVITIES IN GOVERNMENT DEPARTMENTS.

I shall now pass in rapid review the more important measures considered or carried out since the Dasara Session of six months ago.

Several schemes for the re-organization of the departments of the State have been introduced or matured during this period. One of the most important of these is the re-organization of the Police Department which will eventually involve an additional expenditure of over Rs. 2 lakhs per annum. The object of the new scheme is to introduce a superior class of men for the investigation of cases and to improve the pay of constables and all grades of subordinate officers. I am sure the measure will appeal to the members of this Assembly who have frequently urged the need for bettering the prospects of the men and officers of the force.

Sanction has also been given to the re-organization of the Forest Department at an additional outlay of about Rs. 56,000 per annum. The extent of territorial charges has been reduced with a view to the more intensive working of the forests, and the pay of the subordinate grades generally improved. The question of developing the scientific and commercial work of the department is engaging the attention of Government.

The establishment of the General and Revenue Secretariat has been strengthened and the scales of pay revised, once more, at an

annual cost of about Rs. 39,000, in order to meet the growing needs of work. The volume of business in the Secretariat has increased by more than 70 per cent during the past few years in consequence of the expansion of the activities of Government.

The Electrical Department has been re-organized at an additional annual cost of Rs. 32,000, in order to provide for the more efficient supervision of power supply, which is now, or will shortly be, double what it was six years ago.

A liberal scale of pay has been sanctioned for the Registration Department. The case of Sub-Registrars has been more than once brought to the notice of Government at this Assembly.

Sanction has also been accorded to the re-organization of the Civil Veterinary Department. The supervising agency is strengthened and the pay of the subordinate posts raised so as to attract qualified men, for whom there is a growing demand in the department.

The Vaccination Department is strengthened and its control transferred to District Boards.

The Comptroller's Office and the establishment of the Chief Court, as well as several minor establishments, have also come in for their share of re-organization or improvement in recent months.

Proposals for the revision of the Land Revenue and Medical Departments are under the active consideration of Government.

Coming to education, special attention is being paid to the development of the Mysore University. The necessary provision of buildings, equipment and staff is progressing satisfactorily.

As a first step in the extension of agricultural education, proposals have been sanctioned for the development of the Hebbal School and special courses of study have been organised for the benefit of young men belonging to the agricultural classes.

Steps have also been taken to increase facilities for the education of the depressed classes.

The moral side of education is being emphasised in secondary schools by the introduction of the Boy Scout movement at some of the district headquarter towns.

A scheme has been sanctioned for the extension of popular travelling libraries and the Oriental Library at Mysore is being re-organised.

The question of extending and improving female education in the State has been recently investigated by the Education Committee of the Economic Conference and the somewhat far-reaching proposals submitted by them are now before Government.

Developments in the Department of Industries and Commerce are somewhat retarded by the difficulty, already mentioned, of procuring machinery from abroad. Government have, however, been giving financial help to a few private concerns. A number of young men have been added to the staff of the department and are receiving training. Some few young men sent to England, America and other foreign countries have come back and have been put to work. Steps have been taken to develop the work of the commercial section and to make more adequate arrangements for the supply of commercial information and statistics to the public.

The formation of a Bureau of Research to help industrial enterprise is under consideration.

Further assistance is being given to the Mysore Bank in order to better enable it to finance industry and trade in the State, a task which it is already performing with credit in a time of exceptional difficulty.

The question of extending postal facilities in the State has formed the subject of correspondence between the Government of India and His Highness' Government. In partial compliance with our representations, 25 new branch post offices have been opened during the current calendar year and 62 more are promised in the course of the next two years. In the interests of public business and popular enlightenment, many more offices are required in the State and we have every hope that our request for further facilities will be generously met.

In the Public Works Department, a special staff has been sanctioned for the investigation and preparation of tank projects. Sanction has been given to the formation of a new extension near Vontikoppal in Mysore City. The question of extensions and improvements in the Bangalore City is also receiving attention. In regard to mofussil towns, a water-supply project has been prepared for Tumkur and the improvements sanctioned for Shimnoga will be shortly undertaken.

A new Architectural Division has been constituted in order to prepare designs for important buildings, town extensions and village improvements.

Since we last met, several of you have had the privilege of witnessing the opening of the Mysore-Arsikere Railway, a length of 104 miles, running through some of the richest tracts of the State. The southern end of the Bangalore-Chickballapur Light Railway has been extended and the trains now run direct into the Bangalore City Railway Station.

SOME IMPORTANT MEASURES UNDER DEVELOPMENT.

With regard to the oft-repeated request for the separation of judicial and executive functions, Government have decided to adopt a scheme divesting Revenue officers of their judicial functions and constituting a separate magistracy. It is proposed to appoint a stationary magistrate of the rank of Munsiff for every two or three taluks to dispose of second and third class cases, and a magistrate of the status of Subordinate Judge in every district headquarter town to try first class cases. The Special Magistrates will form a separate branch of the judicial service. Assistant Commissioners in charge of Sub-Divisions and Amildars will no longer deal with criminal cases, but they will be *ex-officio* magistrates and exercise emergency police powers connected with the maintenance of peace. The Deputy Commissioners will, however, retain the powers of District Magistrate.

An attempt will be made to introduce the scheme into two districts in the coming year and into the remaining districts probably in 1919-20. When fully introduced, it will involve an addition of about

Rs. 1,55,000 to the recurring expenditure of Government. It is expected that the measure will result in the speedier disposal of criminal cases and more efficient performance of the Revenue work of the State, on which the convenience and well-being of the rural population so largely depend.

The working of the Malnad Improvement Scheme has been closely examined by Government and it is now decided to continue the operations for a further period of five years. The scheme will be in two parts hereafter, one providing for curative and preventive measures and the other for the development of the tract. The annual allotment has been raised from Rs. $1\frac{1}{2}$ to 2 lakhs in order that operations may be conducted on a larger scale. This amount will be utilised exclusively for curative and preventive measures. It is proposed to finance the development work partly by loans and partly by special grants. Increased attention will be paid to the opening of roads, construction of tanks, improvement of forest industries, attraction of settlers and other measures for opening up and developing the region.

The drafting of an Income Tax Bill is now under the consideration of Government. I notice that the first subject on the agenda of this session is a representation that the income tax should not be levied. On the last occasion when the Assembly was consulted in the matter, a large majority were in favour of the tax and Government have no doubt that enlightened public opinion in the country will continue to support the imposition of the tax as a desirable and legitimate financial measure. If we are to render the economic future of the people safe, if we are to increase their conveniences and comforts, the benefits and burdens should be evenly distributed and no citizen should be allowed to escape his share of taxation. No country can permanently build up its prosperity by shifting all its burdens on particular section of the population.

In my address to this Assembly in April last, I referred to the scheme for working the iron deposits in the Bababudans with the aid of charcoal fuel from the forests in the Kadur and Shimoga Districts. All the preliminary arrangements for carrying out the scheme have now been completed and work will be started as soon as the machinery, for which orders have been placed, is received.

WANTS OF THE COUNTRY.

As you are aware, District and Taluk Conferences have been recently held in all parts of the State. At each Conference the major and minor wants of the taluk, or of the district as a whole, as the case may be, are tabulated for the information of Government and this Assembly. It has been my privilege every year to visit all the taluks of at least one entire district and to meet the leading representatives at the headquarters of each taluk. The representations made at such meetings have also been examined. Judged from these two sources of information, the wants of the country from the point of view of the

articulate rural population of the districts may be considered to resolve themselves into the following:—

- Construction and restoration of tanks;
- Improvement of rural water-supply ;
- Opening new roads and improving existing cart-tracks ;
- Establishment of schools ;
- Encouragement of local industries ;
- Extension of medical aid ; and
- Redress of forest and other minor grievances.

I have also examined the requirements of the people from a higher stand-point, as put forward by the members of this Assembly. An analysis has been made of the subjects on the agenda of the present session, to ascertain the degree of importance you attach to the various topics of current interest. No less than 57 subjects, or more than a fourth of the total number, refer to educational matters, thereby showing the extraordinary interest taken in the country in education at the present time. The next largest category consists of 54 questions relating to the establishment, pay and business procedure of the different Government departments. Twenty-six subjects relate to the provision of more roads, tanks and other public wants. There are 13 subjects which concern legislation and 7 which relate to the constitution of public assemblies. The interests of religion are also well-represented and the claims of social reform have not been overlooked.

From the Government stand-point, the principal needs of the country, broadly stated, may be considered to fall under three main heads:—

- (1) Increasing production and raising the standards of earning and comfort among the people. .
- (2) Extending education and enlightenment among all classes of the population.
- (3) Training the people by encouraging self-help and co-operative effort and enterprise.

The foregoing three main objects are being steadily pursued, on the whole, with gratifying results. Attempts are being made to develop the natural resources of the country by the construction of productive public works and stimulating private enterprise. Among other measures for spreading education and enlightenment, the University has given a distinct impetus to higher education. The school-going population has risen from 149,214 to 325,718, showing an increase of 118 per cent, within the past six years. The practical training of the people for communal and co-operative work is being promoted through the agency of the Village Improvement Scheme, the Committees of the Economic Conference, the Municipal and Local Boards and the Civic and Social Progress Committees. Although some of these organizations are not in the best working condition, yet they provide abundant opportunities to the people for bettering their material and moral well-being in association with Government officers and with large numbers of their fellow citizens.

The people are willing to be put in the way and there are unmistakable indications of an awakening among them. The average Mysore raiyat, trader or school master is, each in his own sphere, responding quite enthusiastically to the demands made on him. I have had, in the course of my recent tours, abundant evidence of the public spirit and liberality of the people. There were at least two public meetings I attended in the Tumkur District in the course of last month, at which people brought bags of money, some containing as much as Rs. 1,000 each, to offer for education, charity or other public objects. Such offers have a significance of their own and leave no doubt that we have an enthusiastic, generous-minded and tractable population to work with.

CONCLUSION.

Gentlemen, in regard to the Press Regulation about which frequent representations have been made in this Assembly, you will be gratified to learn that His Highness the Maharaja has been pleased to direct that a *quasi* judicial enquiry shall be held before action is taken under the Regulation.

As regards the reforms needed to improve the constitution and working of this Assembly, His Highness the Maharaja has been graciously pleased to grant to this Assembly the privilege of interpellation and to direct that the qualifications for voting and membership might be reduced with a view to enlarge the electorate and widen the field of selection. As a result of this decision, the triennial elections which, in the usual course, would have been held this year, will be postponed to next year, so that sufficient time may be available for the preparation of the lists of voters and candidates.

His Highness' commands in these respects will be separately announced.

I have been nearly the whole time speaking about the affairs of our State. But, in the midst of our comparatively minor pre-occupations, we must not forget that, at this very hour, the fates of nations and civilizations are being decided on the battle fields of Europe and Western Asia. This is a time at which the Empire demands the unstinted service of all its citizens. I would therefore end as I began by appealing to you for help in obtaining recruits for the armies at the front. We also want your energetic co-operation in obtaining liberal contributions to the second War Loan which is about to be floated. The need for both men and money is most urgent and, at such a crisis in the war, no sacrifice can be deemed too high. His Highness the Maharaja earnestly hopes that his subjects will put forth their best endeavours in this emergency.

THE MYSORE ECONOMIC CONFERENCE.

Speech by Sir M. Visvesvaraya, President.

Opening of the Conference on 17th June 1918.

Gentlemen—We meet once more in annual session to review the economic position of the country, correct errors and defects in our organization, revise programmes and arrange plans of work for the new year.

CONFERENCE WORK, PAST AND FUTURE.

The reports of the Chairmen of the three Central Committees explain in full detail the work done during the year. The Committees as well as the corresponding Departments of Government have suggested a large number of useful schemes some of which have been brought into operation.

The Industries and Commerce Department was reorganised and strengthened, and Commerce was constituted into a distinct branch under the immediate direction of a separate officer. We have had the usual difficulties in procuring machinery but some progress is being made all the same. The manufacture of soap on a commercial scale has been commenced. A plant for the manufacture of lac dyes and varnish is being installed. A metal work factory has been started. A sum of Rs. 2½ lakhs has been advanced for private industrial enterprises.

The main subjects which received the attention of the Agricultural Committee during the year were the extension of fruit culture, development of sericulture, cattle and sheep breeding, use of better manures, forest and fuel plantations and the organization of rural credit. Leaflets were issued on tank repairs, scientific distribution of water for irrigation, well sinking, care of livestock, etc. A further impetus was given to elementary agricultural education and the question of establishing a Faculty of Agriculture in connection with the University also engaged attention.

In the field of education, we are making steady progress. If we are to judge by the demand for more schools and by the private contributions we are receiving, the country is hungry for education. The University is developing fast and on the right lines. The Education Committee continued to give attention to the several schemes started at its instance, such as, the development of home industries, district, taluk and rural libraries, popular lectures in science and the Boy Scouts movement. Town libraries have been started in all the important headquarter towns. Attention is being paid to the education of the masses. Recently, a special grant of Rs. 50,000 was set apart exclusively for *Panchama* education,

Coming to Conference organization, we must admit that the 100 unit areas into which the State is divided are as yet imperfectly served by the Progress Committees. Further developments in the organization are needed for enlisting increased popular support and enthusiasm.

The Mysore District Committee has set a good example in raising funds and has appointed, on its own initiative, a *Continuation Committee* for securing uninterrupted attention to its local wants.

A scheme has been sanctioned for associating as large a body of honorary workers with the Conference work as possible. Under this scheme, the co-operation of about 8,000 workers has been enlisted so far. The workers are of three grades corresponding to the three classes of Committees, the first class consisting of not less than 200 workers, the second 500 and the third 10,000. There is room in this organization for every public spirited citizen to lend a hand.

Among other matters which require special attention in the coming year are the development of minor industries, maintenance of correct statistics, arrangements for more frequent census of production and occupations and a permanent organization of honorary enumerators to supply statistics at short notice. If, by a special effort, interest could be roused in minor industries in the next few years, to the same extent that it has been in respect of education in the past, a very substantial step forward will have been taken in the economic development of rural areas.

Special attention is also needed to increase production. Within the past few months, the strain and pinch of the war have come closer to the everyday life of our people. The high prices of the necessaries of life, partly due to the serious deficiency in food production in other parts of the world, are already causing serious distress. The situation requires anxious watching if we are to avoid a possible food famine in our midst.

OUR ECONOMIC POSITION.

After this brief reference to past year's work, I will pass on to topics of more permanent interest. I shall first refer to the root defects of our economic position and the nature of the remedies which the situation calls for.

The Mysore State has an area of over 29,000 square miles and a population of about 6 million souls.

The following is a rough estimate of the wealth of Mysore :—

| | | | | Rs. Crores. |
|-----------------------------|-----|-----|-----|----------------|
| Land (7 million acres) | ... | ... | ... | 34 |
| Irrigation tanks and canals | ... | ... | ... | 35 |
| New irrigation works | ... | ... | ... | 3 |
| Forests and forest products | ... | ... | ... | 10 |
| Minerals | ... | ... | ... | 35 |
| Buildings, private | ... | ... | ... | 23 |
| Buildings, public | ... | ... | ... | 3 |
| Jewellery, furniture, etc. | ... | ... | ... | 10 |

| | | | | | Rs. Crores. |
|---|-----|-----|-----|-----|------------------------------------|
| Domestic animals—Cattle, sheep, poultry—Agricultural implements | ... | ... | ... | ... | 20 |
| Railways | ... | ... | ... | ... | 5 |
| Roads | ... | ... | ... | ... | 3 |
| Electricity works | ... | ... | ... | ... | 1 |
| Water-supply and Drainage works | ... | ... | ... | ... | 1 |
| Merchandise | ... | ... | ... | ... | 15 |
| Banks, Joint-Stock Companies, Co-operative Societies | ... | ... | ... | ... | 2 |
| Gold and silver coins | ... | ... | ... | ... | 3 |
| Total ... | | | | | Rs. 203 crores or £135 millions |

The figures here given doubtless lend themselves to criticism. But if they elicit criticism, we shall have set people thinking and that will have quite served our purpose.

The above estimate gives a rate of Rs. 338 per head of population. The corresponding figures for the leading countries within the British Empire before the war were: United Kingdom Rs. 6,000; Canada Rs. 4,440 and Australia Rs. 3,960.

The annual agricultural production of the State was estimated in 1915 at about Rs. 14 crores and the industrial production at Rs. 4 crores, making a total of Rs. 18 crores, or an average production of Rs. 31 per head of the entire population. In good years like the present, with prices ruling high, this rate may go up to Rs. 37 or Rs. 40 per head. On the other hand, the average income in the countries mentioned above ranges from Rs. 500 to Rs. 720 per head.

The annual addition to the wealth of the United Kingdom before the war was estimated at £400 millions per annum. In Mysore, it is doubtful whether we are making any appreciable addition to the wealth at all. For it takes several years for the country to recoup itself after a single year of scarcity. What is gained in good years of rainfall is used up in lean years.

The annual revenues of Mysore amount to about Rs. 3 crores. Those from taxation alone approximate to Rs. 25 crores, including salt and customs, giving a rate of Rs. 4 per head. The corresponding figures for taxation in the United Kingdom in 1913-14 came to Rs. 54 per head, in Canada Rs. 50 and in Australia Rs. 49.

The economic condition of a people is chiefly determined by the level of its education and the standard of its earning power. I have given the earning power. Education, we know, is also utterly inadequate, over 90 per cent of the population being illiterate. Our past history is thus a tale of uneconomic ideals, undeveloped resources, and untrained men and women.

UTILISING RESOURCES.

Our natural resources are fairly abundant. At present, we derive our food by the labour of our own people. With a little more effort, we should be able to supply nearly all the clothing we need, nearly

all the head wear and foot wear, from our own factories and looms. More substantial houses will soon spring up in our villages if the people consent to forego some of their idle hours. With slightly more industry and better knowledge and thrift, every cultivator can lay by enough money or corn to tide over a couple of years of scarcity.

Our Agricultural Department has shown how production can be increased by 50 per cent in ten years. Remembering that about two-fifths of the agricultural produce of the country is from irrigation, it is easy, by scientific water regulation alone, to increase production under this head by about 30 per cent.

There is much mineral wealth which is hardly yet touched. The training of our people for this work has been neglected. Forest development is of recent growth and forest industries are destined to play an important role in any scheme of future industrial development.

There are several waterfalls as yet unharnessed on account of the cost of the subsidiary storage required. Our village communications have just been taken in hand. Our railway mileage requires doubling.

Our greatest weakness is still in the industrial sphere which requires organization, capital and skill. Our surplus raw produce, instead of being exported in its crude state, might be worked up into manufactured products and sent abroad, in exchange for the imports we want and for the money which will add to our wealth.

Our aim should be to employ one-fifth to one-quarter of the population on industries and trade. Only by industry and trade carried on, on modern lines, can we hope to add to the country's wealth. No country can hope to become rich by agriculture alone, least of all ours with such uncertain rainfall.

TRAINING MEN AND WOMEN.

By far the greatest undeveloped resource of our country is its men and women. Instead of being at all times, as it should be, our most valuable asset, a great part of the population becomes a burden during years of scanty rainfall when agriculture, the only industry on which they depend, fails them. The value of a person's work to himself and to the country depends upon his skill, education and character. These do not come by nature. All three require training.

There should be provision for education, both literary and professional. General education is fairly well provided for already and, with a University at the top, there is no possibility of its being allowed to fall into neglect in future.

It is in respect of technical and professional education that there is still a great leeway to make up. Estimates should be prepared of the number of professional men which the country requires five years hence, and at intervals of every five years thereafter, corresponding to the growing activities of the country. We must from now calculate and prepare estimates of the number of young men and women to be kept under training and make provision accordingly both in local and foreign educational institutions. These estimates should

undergo systematic scrutiny at the hands of the Committee and the Department concerned twice a year.

Provision should also be made for short courses of professional training of, say, 6 to 8 weeks duration, for the benefit of the adult population engaged in industrial pursuits.

At least one *continuation school* should be started in each district for training youths to a profession from the 14th to the 18th year. The instruction may be in two grades corresponding to the secondary and primary grades of general education. Agriculture should be taught in every continuation school, also commerce and business, elementary engineering, such as, carpentry, smithy, and house-building, as well as all crafts and industries commonly practised in the district or in the immediate neighbourhood of the school.

Education in business methods, business habits and business morals is a crying need of the country. These subjects should be included in the curricula of all high, middle and continuation schools.

The training of women for the professions requires to be specialised.

SPREADING SOUND ECONOMIC IDEAS.

For rapid industrial and commercial expansion, we should at once proceed to popularise sound up-to-date economic ideas and to eradicate many prevailing wrong notions and traditions. In the words of Lord Morley, we should take moonshine out of the heads of the people and put sunshine into their hearts.

The people should be trained in the correct methods and practices of organization by means of lectures and demonstrations. The spirit of co-operation should permeate every walk of life, every industry and trade. Associations, societies, leagues, clubs should be the rule for every profession. Co-operation or team work should be taught in schools as well as by public lectures, leaflets and newspapers.

Large concerns, that is, large factories, firms, banking organizations, etc., should be encouraged wherever possible in place of small ones; and corporate bodies should take the place of individualistic concerns. The most favourable form of financing industries is by joint-stock and partnership companies and co-operative societies.

In every occupation and industry, the application of science, scientific practices and methods and the use of machinery should be extended to the utmost limit permitted by circumstances.

Our people as a whole, particularly the agricultural population, should be trained to habits of ordered industry and thrift.

We should not be slow in adopting the new ideas and new practices which are coming into vogue as a result of the war. All these root ideas should soak into the minds and daily life of our people.

PREPARING TOWNS AND VILLAGES.

Our towns and villages should be suitably equipped for more rapid economic progress, by starting institutions and providing agencies needed for the purpose, after the example of the best developed towns

in other parts of the world. If we are to give industry and trade its legitimate place in the economy of the State, we must lose no time to increase the town population by at least 50 per cent. Every town should have *extension areas* and *industrial suburbs* marked out, and maps and statements, duly approved, should be kept ready, to serve as a permanent invitation to intending settlers and prospective industrialists.

The chief institutions and agencies needed in a town are :—

- (1) A town hall.
- (2) A library and a reading room.
- (3) An Enquiry Office and Museum exhibiting samples of local agricultural and industrial products.
- (4) A Bank or Branch Bank of Mysore.
- (5) A branch Chamber of Commerce.
- (6) Associations for promoting special trades and industries.
- (7) Co-operative Societies, both credit and non-credit.
- (8) Co-operative Stores for the supply of seeds, manure, agricultural implements, etc., needed by the rural population.
- (9) Continuation schools with classes for business training.
- (10) Hotels and boarding houses for visitors, travellers and school children from outstations.
- (11) All the usual educational institutions from the high school to the Primary School to accommodate at least 75 per cent of the local population of school age.
- (12) A Vigilance Committee or Sub-Committee to keep up and stimulate economic activities.

In villages, again, we want a public meeting place, a reading room and library, co-operative societies, an inn or lodging house for travellers, village schools, etc. In future a sub-committee of the Village Panchayet or Improvement Committee and, in smaller villages, one of the prominent residents should be held responsible for giving continuous attention to the economic needs of the place.

TEAM WORK.

I have gone over fairly the whole field of development work which lies in front of us. The draft programmes of work for the new year are now before you. If, after the programmes are discussed and approved, each member of this assembly concentrated attention on some one item or groups of items and if our 8,000 allies in the districts were induced to do likewise in their respective spheres of work and if a goodly number of these honorary workers again acted each as a separate organising centre, each to keep a large number of other workers similarly engaged, and if every member, associate, organiser, helper, worked at getting schemes developed, getting things done—worked away definitely, specifically and intensely—the aggregate sum total of Conference work in the coming twelve months would assume proportions which would astonish you. When once the habit of team work or co-operative effort on this scale comes to be

ingrained in the people, the country will be able to respond to any reasonable demands that may be made on it for the promotion of its material prosperity.

CONCLUSION.

I have often sought to invite attention to the low levels of exertion, low standards of earning and living which prevail in the country at present but from which our people have till now made no serious attempt to rise. The periodical famines have only intensified their helplessness. A Western writer refers to an occasion in his life when he had to record in his diary, day after day, the same words: "Got up, washed, went to bed." The diary of our whole people has been a similar record of dull routine. They have had no opportunities to solve large questions, no incentives to struggle against difficulties, no compulsory education, no conscription—nothing at all to lead them into habits of vigorous thinking and eventful living.

For the past seven years, we have, under the inspiration of His Highness the Maharaja, given prominence to the study of economic questions. We have made the people study, think and investigate. And by constant thinking and investigation, we have begun to realise the mistakes of the past, and the opportunities of the future. We should continue these studies; we should keep the lamp burning till all the dark corners of our economic household have been fully revealed, till the spirit of economic improvement has spread into every part of the country and entered into the daily life of every section of the population.

I had occasion, a couple of months ago, to inspect the district of Tumkur and, in the course of my enquiries into its economic condition, I was constantly reminded of the appalling fact that, in the great famine of 1877-78, the district lost nearly one-third of its population, presumably by starvation. One such fact is pregnant with lessons which should make our people think furiously. It should rouse officials and non-officials to instant and continuous effort till sufficient wealth is built up in the districts, till a sufficient margin of staying power is created, that such a catastrophe on this God's earth shall not occur again.

THE SANITARY CONFERENCE.

· Address by Dr. M. Srinivasa Row, Sanitary Commissioner.

22nd June 1918.

I beg to offer you all a cordial welcome to this conference. In this enlightened age it is unnecessary for me to justify the holding of a conference like this which brings together all people interested in sanitation, enables them to exchange views, provokes them to discussions, lets in fresh light on various topics, from unexpected quarters, and leads them to find a way out of many a difficulty which at first sight appeared to be insuperable.

It is not quite 16 months since the Department of Public Health was organised as a separate entity and in this short period, the Province has passed through two severe epidemics of cholera and one of plague. The officers connected with the Public Health Department had a very trying time of it and their efforts in combating these epidemics had a gratifying measure of success. Their experiences will doubtless form a valuable record, but they are all hidden in official files which have no chance of seeing the light of day. Each one of them is bound to have met with difficulties and must have overcome them somehow or other. On occasions like this, when freed from official trammels a recital of successes and failures will be to the mutual benefit of all concerned.

Our conception of Public Health has undergone considerable change during the last decade. In my student days, we were taught that disease arose from bad surroundings, that general good health was a sufficient protection against infection by specific disease, and that sanitation was concerned with attention to general cleanliness of the environments. But the results of recent medical research have changed all this and attention is now concentrated more on the individual and less on the environments. The term "Disease carrier" has not only permeated the thoughts of medical men and sanitarians, but has filtered down even to the educated laymen. In the case of all communicable diseases, the source of infection is man or some other animal, and till the route by which infection is disseminated is demonstrated, all the efforts of sanitarians to check the spread of disease are bound to fail and entail waste of money.

It has been known that water is the chief medium through which cholera vibrio is transmitted from the cholera carrier to healthy men. But in the last epidemic that we had at Mysore City, the part which flies played in the transmission of cholera vibrio, mechanically from the excreta to the food of men, was well demonstrated; therefore, our efforts towards checking an epidemic should not be confined only to the treating of water supplies with potassium permanganate, but

should extend to the prevention of the breeding of flies. Last year, there was a phenomenal number of flies in various parts of Mysore City, but it has not been so this year. The Health Officer of Mysore will doubtless furnish an explanation. Again, in our dealings with this epidemic, the scarcity in these times of war of potassium permanganate was much felt in various places. The quantity available was not sufficient to meet all demands, and the price of the drug also went up abnormally. Therefore, faced with this problem we had recourse, in many places, to the use of quicklime which was found to be almost as effective as potassium permanganate. The use of quicklime has this advantage over that of potassium permanganate, that it does not impart any colour to the water and thus scare away some foolish people to more dangerous sources of water-supply. The Presidents of District and Taluk Boards and of Municipalities, when threatened with outbreaks of cholera, should keep a stock of quicklime sufficient to meet all likely demands, and disinfect all wells which are in danger of becoming infected. The protection of wells by fitting them with hand pumps has been advocated many times, but has not been carried out except in two places so far as I know. In one of them, the handle of the pump had been taken away during the time of my visit, and in the other it was being fairly worked. All the frontier villages which are exposed to cholera invasion must have the drinking water wells protected by pumps.

A question that deserves consideration is the influence of *jatras* in starting cholera epidemics. The *jatra* at Mahadeswaram Betta in the Coimbatore District last year, and that at Yediyur in Tumkur District this year, are fearful examples of what *jatras* can do in starting and spreading cholera epidemics. Proper precautions ought to be taken many days previous to the commencement of the *jatras*, all wells being quicklimed or permanganated, and all heaps of manure and nightsoil being so disposed of as not to breed flies.

It may not be out of place to mention here, that the chief burden of prevention of cholera and other epidemics falls, as it ought to fall, on the Revenue officers of the districts and taluks. In most cases, they cheerfully help the officers of the Public Health Department in preventing the spread of the disease. But while acknowledging the assistance given by the great majority, I ought not to omit a reference to a few who think that their duty in epidemic times ends with giving the information to the officers of the Public Health Department. Our Departmental officers are purely advisory in their functions, and have no executive powers, and if the executive officers stand by with folded hands, we can accomplish but little in preventing the spread of the disease.

Turning to plague, which is the other great disease which periodically, almost annually, visits various parts of our Province, I may say that our ideas of prevention of epidemics of this disease have undergone a remarkable modification in view of the recent researches by the officers working under the Plague Advisory Committee appointed by the Government of India. It has been proved that the rat-flea is, in the very great majority of cases, the only medium by which

plague *bacilli* are transferred from the rat, which is the chief "plague carrier" to the human being. The best way of avoiding plague is to construct rat proof buildings, and to live so as not to come into contact with susceptible animals belonging to the rodent family. But when this is unattainable, the next best thing to do would be to destroy rat-fleas which desert the dead bodies of rats, and remain infective for 6 to 7 weeks. This is very easily done by the spreading of paddy straw or any other inflammable material evenly on the floor of every part of the house, and setting fire to it. The fleas, and in fact all vermin of that kind, are killed in the course of a few minutes, and the house becomes habitable again immediately afterwards. Instead of having recourse to this simple method, people wait till human cases occur, and then, when too late, evacuate the houses and camp outside in fields for periods extending from 3 to 6 months. They have been encouraged to do this in the past, and when now they are asked to dessicate their houses before they lock them up, they consider themselves as very ill-used. If wholesale evacuation is thoroughly carried out, no sanitarian would object to it, though he might feel pity for the deluded people who put themselves to trouble and expense unnecessarily. But what really happens is that the locked-up houses are frequently visited by the owners either openly or secretly. In either case the infective fleas which remain alive and hungry, bite the men that come into the house and infect them with plague *bacilli*. The people who then go back to the sheds get plague, and their relations and friends hold up their hands in horror and proclaim that evacuation of houses and camping out are no good. Very many actual instances can be cited of villagers evacuating their houses, and re-occupying them within a month or so without disinfecting them, and suffering severely from plague as a consequence. Human bubonic and septicaemic cases, which are really harmless from the point of view of the spread of the disease to others, are feared, while the dangerous rat-fleas are taken no account of. The only remedy for this state of things is to dispel ignorance, and place the correct facts before the people.

A third disease which is ever present with us, and which carries off more people than all the epidemic diseases put together, is malaria. Here again the chief enemy we have to contend with is ignorance on the part of the populace. Medical research has shown the methods of spread of malarial parasites, and of the means to check it, but very little has been attempted, and much less accomplished, in the way of lessening the incidence of malaria. Malarial surveys, which are absolutely necessary for the collection of requisite data, have been completed in the case of Seringapatam, and are in progress in selected villages in Nagar Taluk. The proposals for the abatement of malaria in Seringapatam are before the Government, and orders are awaited. It is not the malnad portions alone that are malarious, but many of the maidan parts are quite as bad. Statistics show that places like Arsikere, Tiptur, Maddagiri, etc., are becoming more and more malarious, and in Arsikere, a large number of deaths from a malignant type of malarial fever was noticed last year. This is an ever-present

problem, and can be dealt with only by concerted and continuous action on the part of District Boards and Municipalities, and by the maintenance of anti-malarial operations as a routine part of their work. Work by fits and starts effects very little good, and is to be deprecated wherever found.

Tuberculosis in its manifold forms is the curse of advancing growth of cities. Overcrowding, poverty and drunkenness are the evils inseparable from an urban life, and all persons whose resisting power is lowered by these adverse conditions fall victims to the ubiquitous tubercle *bacilli*. The construction of a sanatorium for the use of these afflicted persons, merely touches the outer fringe of the evil when it has become irreparable. The real solution consists in improving the housing accommodation of the poor people, removing from their close proximity the temptation to drink, and in encouraging the people to spend more of their wages on food, and less on drink, if the latter cannot be altogether abolished. The establishment of a tuberculosis dispensary in each of the cities of Bangalore and Mysore is very essential if any good is to be expected from the sanatorium.

Another great problem which has always faced us is the terrible infantile mortality. The causes are well-known, but the remedies still remain to be applied.

I wish to refer to one other disease which is of peculiar interest to the State as a whole, and to some parts of the malnad in particular, venereal disease, *e.g.*, syphilis and gonorrhœa which are said to prevail most extensively both in males and females. The gradual diminution of population in the malnad may not only be due to malaria and its *sequelæ*, but to the prevalence of venereal diseases, which play an important part in preventing conception, in causing premature births and abortions and in increasing the deaths of infants. I wish that those of you who may have studied the question nearer home may be able to contribute to our discussions on the subject. All practical suggestions for the treatment and prophylaxis of these dire diseases will be welcome.

In this connection it might be said that for the State to concern itself with such topics is an unwarranted interference with private individual rights. The term "Human rights" sounds well, but has no basis in fact. The 20th century recognises only inalienable duties rather than rights, and the duty of preserving health is one of these. Free conduct is impossible as long as there is more than one man in the world. Every man's health is not his own private possession to be regulated as he sees fit. If the loss of such a man's health affected no one but himself, we should not quarrel with such a view. The prosperity and comfort of society are altogether dependent upon the health and strength of its individual members and all those who become physically incapacitated lessen the total efficiency of the whole community. Therefore, the preservation of private health of the individual is a matter of public concern, and any Government will be justified in interfering with the so-called "private rights" when the interests and welfare of the community are concerned. Thus, compulsory incarceration of offenders, compulsory payment of taxes, compul-

sory education, compulsory medical inspection of school children, and compulsory vaccination have all been enforced and are acquiesced in. Why, therefore, should not the spread of diseases like syphilis and gonorrhea be brought under control by the adoption of measures such as supervision of prostitutes and compulsory registration and treatment of all prostitutes?

Though I have touched on only a few of the subjects which appeared to me to be important it must by no means be thought that the others are of any less importance. I hope that the discussions thereon will throw a flood of light on that and enable us to deal with them in a practical way.

I beg to conclude with these words of the late Sir Pardy Lukis: "Our main efforts ought to be centred on the protection of the community against attack by infectious diseases rather than on the attempt to cure individuals of ailments from which they ought never to have suffered."

CONSOLIDATION OF HOLDINGS.

**A paper read at the Economic Conference in June 1918 by
Dr. L. C. Coleman, Director of Agriculture in Mysore.**

Two obstacles stand in the way of the introduction of agricultural improvements into India, which have not received that amount of attention which they deserve. These are (a) the small average size of the holdings and (b) their scattered nature, a holding often consisting of many parts situated at considerable distances from each other.

The Mysore Season and Crop Report for 1916-17 gives us for the first time information as to the size of the holdings in the State. We find from an examination of the report that over 60 per cent of our agricultural holdings are 5 acres or less in extent while over 85 per cent of them are 10 acres and under. Some districts show what appears to be much more unfavorable condition in this regard than others. Thus, for example, in the Hassan District holdings 5 acres and under comprise 82 per cent and holdings 10 acres and under, 93 per cent of the total.

An economic holding may be defined as one which is capable of supporting an average agriculturist's family without forcing its owner to subsidiary occupations to eke out his livelihood. Whether a holding is economic or not depends upon many factors of which size is only one. The quality of the land and the climatic conditions and the presence or absence of irrigation facilities are other factors of the greatest importance. There is, however, undoubtedly a minimum area beneath which it would be impossible for the average raiyat to support himself and his family from the produce of his holding alone. Just what that minimum is, in any particular district in this State, we are, I think, not in a position to say, but I believe we shall be safe in saying that a holding of 5 acres or less is, under our conditions, very rarely an economic one. If this supposition is correct we are faced with the serious fact that about half of our agriculturists are attempting the impossible task of making a living on areas which are too small to support them and their families.

But the difficulties which face our agriculturists in connection with the question of land do not end here. Many, if not most of the agricultural holdings in India, do not consist of a single block of land but are, on the contrary, made up of small pieces scattered here and there throughout a village or throughout a number of neighbouring villages. As far as I am aware, no serious investigation of the extent to which holdings are scattered has yet been made in the State. I had planned an investigation in one or two villages near Bangalore, but unfortunately circumstances have not allowed me to carry it out. To show to what extent sub-division takes place in India, some cases

investigated by the Hon. Mr. Keatinge, Director of Agriculture, Bombay, may be cited. In a village in North Canara he found that a compact block of 50 acres was divided into 139 separate plots belonging to 50 landholders. The land was given up to paddy, sugar-cane, and cocoanut cultivation. One of the more substantial cultivators in this village cultivated in all 12 acres of paddy land. Of this he owned 3 acres and leased 9 acres. The 12 acres were divided into 21 different plots. Mr. Keatinge points out in his note the hopelessness of contemplating improvements in irrigation and cultivation under such conditions. I feel sure that we could find conditions very similar to this in the arecanut and paddy tracts of our malnad and in the paddy areas under many of our tanks and channels. In another village in the Ratnagiri District, Mr. Keatinge found an area of 30½ acres of paddy land divided up into 49 separate plots which were owned by 17 different cultivators. Of these 17 men, 7 held their land in one block, while the others had their holdings in from 2 to 9 separate plots very irregular in shape and scattered all over the area. These are by no means the worst cases found by this investigator. In fact, in one case a landlord owning 43 acres of paddy land had it divided up into 53 separate plots. It seems highly probable, that conditions in Mysore are little if any better than those found by Mr. Keatinge in Bombay.

The difficulties arising from the small size of our agricultural holdings are such as cannot be easily removed, but we must face the fact that they are now and will remain a serious hindrance to agricultural progress. Undoubtedly, these difficulties can to a considerable extent be overcome, through the spread of agricultural co-operation in the State. Improvements in the cultivation of his land which the small cultivator cannot introduce while working independently, he may be able to introduce if he works in co-operation with his neighbours. I shall not dilate upon this matter here as it will come up in another connection.

If we turn to the scattered nature of holdings there seems to me little doubt that a very great improvement is possible. This question has recently formed the subject of considerable discussion on the part of economists and agricultural workers in India, while it also occupied a prominent position on the agenda paper of the Board of Agriculture at its recent meeting in Poona. Tentative schemes have been advanced by Professor Stanley Jevons of the Allahabad University and Mr. Keatinge, Director of Agriculture in Bombay. Before turning to a consideration of these schemes, however, I think it would be advisable to consider what is being done in this connection in other parts of the world, for India is not the only country which is suffering from the evil effects of scattered holdings.

Let us first of all look at conditions in Japan. Japan is preeminently the country of small holdings. Seventy per cent of the Japanese farmers possess holdings of an area less than 2½ acres, while only 3 per cent possess lands more than 7½ acres in extent. Moreover, almost 70 per cent of the cultivated area in Japan is in holdings of less than 2½ acres, conditions which are, apparently very

much worse than those prevailing in Mysore. The agricultural holdings in Japan are also, for the most part, sub-divided into small and irregular plots with an insufficient and sometimes irrational system of roads and often imperfectly and unsuitably irrigated and drained.

The seriousness of this state of affairs from the standpoint of agricultural production has not escaped the attention of the Japanese, and as long ago as 1899 steps were set on foot to remedy the evils attending sub-division. The first law for the readjustment of land was passed in 1899 and came into operation on the first January 1900. The Japanese Government estimated that through the consolidation of holdings an increase of 3 per cent in the productive area could be brought about by the utilization of boundary areas between adjacent plots, while by the reclamation of land which also formed a part of the scheme, a further considerable increase would be obtained. They estimated that the readjustment would lead to a total increase in the yield of the land of at least 15 per cent. As a matter of fact, in the first 50 farms which came under the operation of this act an actual increase in production of 38 per cent was obtained.

The operations connected with this work were not confined to consolidation and restriping of the land. Thus, to the cost of surveying which is itself considerable where plots are small and numerous, had to be added the large sums spent on canalization, irrigation and drainage.

Under this law the work of readjustment, restriping and the marking of dikes, roads, etc., was entrusted to associations of landlords formed for the purpose. It also gave the right to carry out this work to individual landlords who furnished sufficient guarantees of ability to meet their engagements. With the object of facilitating such undertakings the law exempted contracts from registration fees, made free grants out of crown lands so as to facilitate the restriping and gave to competent authorities the right to fix, in each individual case, the indemnities compensating proprietors for losses suffered through the application of the law. Dikes, roads and embankments belonging to the State which became useless were handed over free of cost but no compensation was paid for lands utilised for new ones.

Between 1900 and 1908, applications had been received under the law for the readjustment of over 2,000 farms with a total area of 3,50,000 acres.

Certain technical and administrative defects in this law came to light during its working with the result that in 1909 it was replaced by a new one. While the earlier law concerned itself principally with the utilization of boundary lands and the improvement of irrigation, drainage, dikes and roads, the new law, while making provision for these, contemplated the reclamation of uncultivated land and the adoption of that kind of farming most suited to increase the yield and best adapted to the character of the soil.

The new law assigned the task of carrying out the work, chiefly, to syndicates formed among the landholders concerned and recognised as incorporated bodies. In order to obtain authorization to form

such a syndicate it is necessary to obtain the consent of at least half the landowners within the area in which the syndicate intends to work on the further condition that such landowners represent at least two-thirds of the area or value of the land to be readjusted. Special reductions are also allowed as a further inducement, while money is supplied by the Japanese Mortgage Bank and certain other banking institutions to syndicates at low rates of interest.

Under this new law, within less than two years applications had been received for the readjustment of 2,614 farms with an area of 3,90,000 acres against 2,129 farms with an area of 3,50,000 for the eight odd years during which the previous law was operative. This indicates pretty clearly that the new law is meeting the needs of the Japanese agriculturists to a very remarkable extent.

. As a result of the operation of these two laws the cultivated area in villages where they have been in operation has increased by 10 per cent, while the rice area has increased by 40 per cent.

With regard to the expenses involved in the work of readjustment they have been, as already indicated, pretty high. For the first 490 estates under the first act the cost worked out at about Rs. 80 per acre. Estimates for the readjustment of 1,532 estates for which schemes were approved between the 30th June 1910 and the 31st August 1911, worked out at the rate of Rs. 110 per acre. The Japanese Government, foreseeing the difficulties arising from this large outlay have granted special facilities in arranging loans, remitting taxes and granting large subventions which are administered by the Department of Agriculture and Commerce. From this it is clear that, while the expenses are high the benefits to be derived are such as to warrant them; otherwise, it is clear that the Japanese Government would not show such marked interest in the furtherance of the scheme.

The question of the readjustment of the holdings has received much attention in many countries of Europe also, notably in Russia, Austria and Switzerland. The procedure in each country has been very similar to that described for Japan. In Austria, the Government has been particularly generous, bearing in most cases about $\frac{3}{4}$ of the expenses involved and the results in this country have been even more striking than in Japan. It is stated that in Austria the expenditure incurred has been entirely covered in two years' time by the increased annual yield. The expenses per acre in that country have been very much less than those given for Japan, varying from Rs. 3 to Rs. 7-8-0 per acre, while the increase in value of the land has averaged over Rs. 100 per acre.

In Austria, readjustment takes place on the decision of half the landholders of a commune who must, however, own $\frac{2}{3}$ of the land to be readjusted. For the initiation of the work involved in preparing estimates, etc., it is enough if the application is made by $\frac{1}{3}$ of those concerned provided they enjoy $\frac{1}{3}$ of the net revenue.

Enough has been said to indicate the general lines upon which legislation with regard to the consolidation of holdings has been framed and the results which have been realised. It remains to

consider whether the conditions prevailing here warrant us in expecting similar results in Mysore.

In the first place, while we have very little accurate information on the subject, I think there can be little doubt that our conditions with regard to the scattering of holdings are quite as bad as they are, for instance, in Austria, although possibly not as bad as conditions prevailing in Japan. The same difficulties confront us here in the way of dividing up land among heirs, as have prevailed in Japan and certain countries of Europe and it is, of course, this which has largely brought about our conditions.

It seems to me that consolidation of holdings would lead certainly to just as big an increase of productive area and possibly to just as large an increase in production as it has in Japan, and it therefore seems highly probable that it would be financially very profitable. However, we do not know what the expenses connected with such a consolidation would be and before we have an approximate estimate of this it will be difficult to draw up any definite plans.

With regard to the difficulties which will result from the working of the hindu laws of inheritance, I do not feel competent to speak. I leave that to other members of this conference. I wish only to point out that our conditions are not unique in this regard. Both Japan and Austria had to face much the same difficulties. Mr. Keatinge has suggested, as a way out of this difficulty, that a law should be passed enabling owners to register their holdings as economic ones, such holdings thereafter being impartible. The Mysore Government have also seen fit, in connection with the large landed estates schemes, to ensure the impartibility of such estates. It is quite clear that unless some regulation is passed which ensures the impartibility of a holding which has been once consolidated, very little permanent benefit is likely to result. I personally feel that impartibility should be one of the essential conditions to be laid down before a scheme of consolidation and restriping is undertaken or at least that a minimum area should be fixed below which no further subdivision should take place. Where a division of property among heirs does take place regulations should be framed to ensure that the resulting sub-divisions are in compact blocks.

Professor Stanley Jevons, in a very able paper on this subject, has suggested the advisability, as an experimental measure, of a whole village being acquired, the holding restriped and redistributed. His scheme, in addition to providing for compact economic holdings, contemplates the formation of others too small to be economic, which would become the property of those who supplement their agricultural income by that received from some other occupation. What the resolution before you contemplates is nothing so drastic as this. It simply contemplates that the holdings, as at present existing, should be redistributed, so as to allow for more economic cultivation. Before any action can be taken a very careful enquiry is necessary.

It has been proposed to have in each district a model taluk. In each model taluk I would pick out a fairly prosperous and typical village for enquiry. I would then have a survey of the village made,

showing the holdings, type of soil, irrigation facilities and any other factors likely to influence the consolidation. From the data thus collected it should be possible to draw up an estimate of the cost of restriping and consolidation. Should the restriping prove feasible from a finance standpoint and should 50 per cent of the landowners owning $\frac{2}{3}$ of the land be agreeable, it might then be undertaken. I believe that in such experimental villages all the expenses connected with the work of surveying and consolidation should be borne by Government and I feel certain that it would be money well invested.

I can hear some of the members of this conference saying, "a very laudable resolution no doubt but quite impracticable." Possibly, some of those critics are among those who talk gibingly of the economic struggle which is upon us. I would ask such critics how can we possibly prevent our being crowded to the wall in this struggle if we do not arm ourselves. How much consolation shall we be able to draw from the thought that we have preserved our ancient customs and laws inviolate, when we find ourselves definitely and finally consigned to the scrap heap of inefficiency? Just a year ago in this hall, I stated, in speaking upon another subject, that if certain agriculturists in Mysore were not in a position to meet the competition which was upon them, they would have to go to the wall and some members of this conference took exception to the remarks. Well, gentlemen, during the past year we have had some very striking examples of the fate of the inefficient. Surely, in the light of what we have seen we are not going to remain blind to the urgent necessity of doing every thing in our power to fit our agricultural population for the coming struggle.